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T = Bengal Famine Code

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BENGAL FAMINE CODE.

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CHAPTER I.

PROCEDURE OF GOVERNMENT AND DUTIES OF CIVIL OFFICERS.

Prescribed in Revenue and Agricultural Department's Circular No. 90F, dated 23rd June 1885.

1. The following rules* shall be observed by the Local Government in reporting to the Government of India the condition of tracts suffering from failure of crops :—

I. The first indications of failure of harvest or scarcity should be communicated in the weekly telegraphic reports.

II. When the indications are sufficiently serious to cause apprehension that, from continued want of rain or other cause, relief measures may have to be undertaken, the weekly reports should be supplemented by monthly written reports.

III. The reports should give as distinct information as possible regarding the areas affected (or likely to be affected), and should be accompanied by a sketch map on which such areas should be indicated by colours. A revised sketch map should be submitted whenever the area of scarcity expands.

IV. So soon as the information is available, there should be entered in one or more of the monthly reports—

(*a*) an account of the economic condition of the tract in ordinary times, the crops affected, and the extent to which they have suffered, the contingencies on which the probable duration of distress depends, and the position of the affected area as to local trade, food supply, and communications.

(*b*) a list of the larger works which may, in case of need, be made available for the relief of each affected tract or district. If any such relief work is one which would ordinarily require Imperial sanction, a separate report should be submitted for communication to the Public Works Department. A rough estimate should be given of the maximum number of people for which, in the event of scarcity becoming famine, relief might be required and the number which will be provided for by the relief works of which a list is given.

NOTE.—As a rule, it will suffice to give information under IV (*a*) and IV (*b*) once for all; but, whenever information is furnished under these heads, it should be distinctly stated that the information is afforded under IV (*a*) and IV (*b*), as the case may be. During the progress of events for better or for worse, the forecast originally given will doubtless be subject to occasional modification.

V. A monthly report shall be submitted to the Government of India, giving the particulars supplied by District and Divisional Officers in accordance with section 9.

VI. The rise or fall of prices should be specially noticed in every monthly report.

VII. When any material expenditure has been or seems likely to be incurred, the monthly report should give a brief statement of the amount spent or granted up to date, and an estimate of the available funds from which it is proposed to meet expenditure. If there is any reason to believe that the Provincial funds will prove insufficient to meet the exigencies of famine, the extent to which Imperial aid is likely to be demanded should be estimated.

VIII. The extent to which suspension of land revenue may be necessary should be stated whenever the adoption of such a measure is contemplated.

IX. In the case of serious famine being apprehended in a Presidency or Province, an estimate of the number of officers of different grades and departments likely to be indented for from other Provinces should be given.

X. When in any affected tract cause for anxiety is removed, a request that the tract may be removed from the list of affected areas should be included in the monthly report.

Duties of the Commissioner.

2. The Commissioner of a Division is bound to keep himself at all times informed of the agricultural condition of every part of his division, and to enforce the observance of all rules laid down by Government for the collection of agricultural statistics and information, or for the relief of famine.

Shall furnish statement of areas liable to famine and number of people who may require work.

3. As soon as possible after the publication of these rules, and thereafter, whenever he is of opinion that a statement previously submitted requires amendment, he shall provide the Local Government, for communication to the Public Works Department, with a statement of the areas within his division which are most liable to famine, and with a rough forecast of the maximum number of persons within those areas likely to require employment on each class of relief work in a year of extreme drought.

Shall report impending famine.

4. When the Commissioner of a Division has reason to believe that scarcity prevails, or a famine is imminent, in any part of his division, he shall report the fact to the Local Government, stating, as far as possible—

(*a*) the grounds of his belief;

(*b*). the area and population likely to be affected;

(*c*) the character of communications in the affected area;

(*d*) the condition of the grain stocks;

(*e*) sources from which supplies of food may be obtained;

(*f*) proposed measures of relief;

(*g*) an estimate* of any extra expenditure likely to be incurred, and the local sources from which it can be met;

See Chapter XI.

(*h*) any other matters necessary for the due information of Government. (*See* section 1 above.)

Commissioner to propose relief works.

5. When famine exists or is impending, the Commissioner of the Division shall be responsible (1) for proposing, in consultation with the Chief Engineer, the action to be taken by the Public Works Department, (2) for organising private agency, and (3) for prescribing the action to be taken by civil officers; provided that no relief circle shall be formed, no special relief work or poor-house shall be opened, and no system of gratuitous relief shall be commenced, without the previous sanction of the local Government.

No special relief to be given without sanction of Local Government.

Commissioner to exercise administrative control in all measures of famine relief.

6. The Commissioner shall exercise administrative control over all measures undertaken by the district officer for the relief of famine. He may also call for information with regard to relief measures carried out under the agency of the Public Works Department or by District or Local Boards.

Other duties.

7. The due strengthening of the normal staff of each district, the fixing, where necessary, of administrative areas in view to the proper administration of famine relief, the improvement of local communications, and the employment of the Divisional Public Works agency to the best advantage, are also points to which the Commissioner should from the outset direct his attention:

Duties of District and Sub-divisional Officers.

8. The Collector or Deputy Commissioner and the Sub-divisional Officer shall, *mutatis mutandis*, be responsible for the performance, within his district or sub-division, of all the duties which are laid down for the Commissioner within his division.

Report to be submitted by District Officer.

9. In the event of relief works or poor-houses being opened, or gratuitous relief being afforded, the District Officer shall submit to the Local Government, through the Commissioner of the Division, a fortnightly report giving the following particulars:—

(1) Area affected during the fortnight under report, and approximate estimate of the portion of the population affected; number of relief circles and of officers in charge.

(2) General state of the affected tracts during the fortnight under report, crop prospects, rainfall, public health, &c.

(3) Number of public works open in or near the affected tracts, distinguishing works—

(*a*) Under District or Local Boards or Municipal Committees.

(*b*) Under professional agency (the Public Works Department).

(*c*) Under special Government relief agency (excavating tanks, &c.)

(*d*) Under private relief agency.

(*e*) Carried on through tuccavi loans (estimated numbers only are expected).

(4) Daily average numbers in receipt of gratuitous relief, distinguishing—

(*a*) Persons relieved through Government agency— (*i*) Men. (*ii*) Women. (*iii*) Children.

(*b*) Persons relieved through private agency— (*i*) Men. (*ii*) Women. (*iii*) Children.

(5) Daily average numbers of persons employed on the works named in clause (3) above, distinguishing (*i*) men, (*ii*) women, (*iii*) children, and showing separately numbers paid by daily wages and numbers paid for task work.

(6) Organizations for employment of artizans, women, &c., at their homes in weaving, cotton-spinning, husking corn, &c. Number of persons so employed, distinguishing between (*a*) men, (*b*) women, (*c*) children.

(7) Sufficiency of grain-supply in the local markets with prices prevailing.

(8) Financial statement for the fortnight under the following heads:—

A.—Receipts, distinguishing between Government grants and private subscriptions, and showing, in the case of Government grants, the date of each grant being sanctioned, and the purpose for which it was made.

B.—Expenditure during the fortnight under report—

(*a*) On charitable relief.

(*b*) On relief works under clause (3), showing separately the sums paid on account of daily wages and sums paid for task-work.

(*c*) On relief works under clause (6).

(*d*) On advances—

(1) Under the Land Improvement Act.

(2) Under the Agriculturists' Loans Act.

C.—Balances of funds in hand under each head.

CHAPTER II.

Circle Organization and Relief.

Division of districts into relief circles in times of scarcity or famine.

10. In times of scarcity or famine each district affected shall be divided into relief circles, the boundaries of one or more of which shall be conterminous, as far as possible, with territorial divisions made for purposes of administration (such as sub-divisions, thanas, unions formed under the Bengal Local Self-Government Act III (B.C.) of 1885, and the like).

Circle Inspectors to be appointed. Their duties.

11. For each circle there shall be an Inspector of relief operations whose duty it shall be—

A.—To prepare a correct register of persons residing in the local area who, from their circumstances, are likely to require gratuitous relief in such times.

The following classes of persons would at such times ordinarily receive gratuitous relief, provided that they have no relatives able, and, by the custom of the country, bound, to support them:—

(*a*) idiots and lunatics,

(*b*) cripples,

(*c*) blind persons,

(*d*) all who from age or physical weakness are incapable of earning their living,

(*e*) all persons whose attendance on the sick, or on infant children in their own homes, is absolutely necessary.

B.—To organise a system of private charity for the relief of persons whose names are entered in the register prescribed in clause A of this section;

C.—When the distress cannot be relieved by private charity, to make an application for funds to the district authority; and to carry out such instructions as he may receive for arranging for the supply of money or grain required to give the necessary relief;

D.—To keep strict and accurate accounts of all moneys expended and grain distributed in gratuitous relief, and to submit such accounts to the examination of the sub-divisional or district officer, whenever he may call for them;

E.—To ascertain and report what works can be carried out in the local area, what kind of labour they will require, and for how many labourers, and for what period they will probably afford employment, with a rough estimate of the cost; and, if the civil authorities decide on opening any such work, in the local area, to aid in every way in the execution of such work and the supervision of labourers employed thereon;

F.—To aid in the management of any children's kitchen or poor-house established in the local area, or for the relief of residents thereof;

G.—To encourage by all the means in his power the employment of labour on agricultural operations, and to invite applications for advances to make wells, tanks, and other improvement;

H.—To make known the places at which relief works are opened, the nature of each work, wages offered, and the classes of persons to whom such work is open;

I.—To visit as frequently as possible each village in his circle;

J.—To test, as far as possible, by personal inspection, and to correct the registers prepared under section 11A;

K.—To forward weekly abstracts of the same to his immediate superior;

L.—To report the occurrence of any unusual sickness in the village;

M.—To ascertain that relief has been properly and effectually distributed in the manner laid down;

and generally to carry out such instructions as he may receive from the sub-divisional or district officers.

Circle Inspector to submit reports.

12. The Circle Inspector shall also be required to submit weekly reports, and in case of urgency special reports to the district officer. The reports should contain the general result of his observations, remarks on the condition of the people, and their willingness or otherwise to work, the prices of food, the supply of food, the state of communications, and any other matters worthy of notice, of which he is required by the district officer to report.

To be supplied with money.

13. He shall also be supplied with money sufficient to meet the expenditure of the current week and of one week in advance, and he shall indent from time to time on the local treasury accordingly.

Appointment of contractors for grain.

14. In times of famine or scarcity one or more contractors for the supply of grain may be appointed for each circle. They should be chosen from among the grain-dealers of the locality. Each contractor should be furnished with a list of the local areas for the supply of which he is responsible.

Indents for grain and payments for same.

15. When it is necessary to require a contractor to supply grain to his circle, the Circle Inspector shall indent on him in the prescribed form stating the amount and kind of grain required for a week's supply, the place and date of delivery, and any other matters that may be necessary for his information.

The Circle Inspector shall at the same time give him an order on the district treasury for an advance to cover the cost of the supply indented for.

Payments to contractors.

16. The contractor shall be paid weekly, or more often if he desires it, on presentation of vouchers for expenditure duly signed by the Circle Inspector.

Removal of name from relief register.

17. If a person whose name is entered on a register maintained under section 11A becomes from any cause disentitled to receive gratuitous relief, his name shall be removed from such register by the Circle Inspector.

Relief in money or in grain.

18. Relief may be given gratuitously to persons included in the above register either in money or in grain.

(1) If given in money, it shall suffice to buy the minimum ration prescribed in Chapter X.

(2) If food is not easily obtained in the local market, relief should be given in grain.

(3) The district officer may at any time by order prescribe the form in which relief is to be given.

Poor-houses and children's kitchens.

19. Poor-houses and children's kitchens shall be established when necessary and shall be supervised by the Circle Inspector.

Relief of starving wanderers.

20. The Circle Inspector in any area to which a starving wanderer comes shall give such wanderer such food as may be necessary, and shall, if or when he is fit to move, send him to the poor-house or relief work which is nearest to such village. Sums expended by the Circle Inspector under this rule shall be treated as expenditure on gratuitous relief under section 18. This rule shall apply to any village headman or other local agent who may be placed in charge of relief operations in subordination to a Circle Inspector.

Services of village headmen, village accountants, and other local agency to be used.

21. In preparing the list prescribed in section 11A, and generally in all relief operations, the Circle Inspector should utilize as far as possible the services of village headmen and other indigenous local agency, as well as those of Union Committees wherever such Committees have been formed under the Local Self-Government Act, and it shall be the duty of the village accountant, where such an officer exists, to help the Circle Inspector in all matters appertaining to his duties under this Code.

Relief operations carried on by District Boards under the Local Self-Government Act.

22. In districts to which section [illegible] of the Local Self-Government Act III (B.C.) of 1885 has been extended the relief operations carried on under that section shall be regulated by such rules as the Local Government may from time to time issue under section 138 of that Act.

CHAPTER III.

FAMINE RELIEF WORKS.

I.—Civil Agency Works.

23. Civil agency works are those which, whether managed by a civil or professional officer, are under the control of the district officer.

Programme of relief works to be prepared for districts liable to famine.

24. For each district containing areas reported under section 3 to be liable to famine, the district officer shall, as soon as possible after the publication of these rules, prepare and maintain a programme of such civil agency works as it is intended to carry out in the event of famine or scarcity, together with a rough forecast of the number of labourers who can be employed on each of them. Before preparing this programme, the district officer shall ascertain what action has been taken in the Public Works Department under section 58.

List of supplementary works.

25. In addition to the works entered in the programme, the district officer in every such district shall maintain and prepare a supplementary list of works or operations specially intended for the

relief of the agricultural population in the vicinity of their villages. These, as far as circumstances admit, shall consist of agricultural works calculated to increase the outturn of the proximate harvest or harvests : *e.g.*, the construction of wells, the digging and clearing of village tanks, the construction of village reservoirs.[1]

Director of the Agricultural Department to be consulted in drawing up programme.

26. The list of supplementary works required by section 25 shall be drawn up and maintained in communication with the Director of the Department of Land Records and Agriculture, and shall be approved by Government. The scheme of work shall be suited to the circumstances of each district or tract of varying character.

Funds to be utilized for agricultural works.

27. The allotment for the year under the Land Improvement Loans Act XIX of 1883, or the Agriculturists' Loans Act XII of 1884, shall be utilized by the district officer on any supplementary works to which it can, under the rules in force, be applied.

An officer to be placed in charge of the work.

28. A European or Native official shall be placed in charge of every separate Civil Agency work either by the district officer or by an officer to whom he may have delegated the power.

Responsibilities of officer in charge.

29. The officer in charge of a work shall be responsible for the following matters :—

(1) The admission of applicants.
(2) The classification and treatment of labourers.
(3) The provision of tools and shelter.
(4) The adjustment of rates.
(5) The payment of wages.
(6) The supply of food.
(7) Market arrangements.
(8) The hearing and investigation of complaints.
(9) Hospital inspection.
(10) The care of children and infirm persons unfit for work.
(11) The submission of special reports.

(i) Admission of applicants.

30. At every work a place shall be fixed for the admission of applicants. Such place shall be marked by a flag and shall be visited twice a day, morning and evening, by the officer in charge, or one of his subordinates, who shall classify the applicants and draft them, if fit for labour, on the relief work.

Allowance before commencing work.

31. All persons, being *bonâ fide* applicants for labour, or relatives depending on such applicants, who arrive at the relief work in the morning shall, in addition to the full working wage which will be paid in the evening, receive half the minimum wage on admission, and shall be allowed, if they desire,

[1] The digging of fields as recommended is a most useful agricultural work in lands which are not injured by disturbance of the subsoil, and is a class of work which admits of the easy control of gangs moved backwards and forwards over the fields in a compact body, and of the organization of a system of light labour in the vicinity of each village. It is desirable that, if arrangements can be made with the owners of villages or fields, the experiment of employing labourers in this way should be tried. The baling or carrying of water for standing crops is another class of work of the same kind.

to take a meal before commencing work. Those who arrive in the evening shall, under the same conditions, receive on admission the full minimum wage.

(ii) Classification of labourers.

32. All Civil Agency works are open—

(a) to able-bodied persons accustomed to labour;

(b) to able-bodied persons not so accustomed;

(c) to persons not able-bodied, but fit for light employment of the kind required at the work.

Persons to be retained on Civil Agency works.

33. All applicants for admission to Civil Agency works shall be received, but those who come under classes (a) and (b) shall be drafted from time to time to Professional Agency works, when any such have been opened and designated for the purpose of receiving such drafts.

Drafting of labourers to Professional Agency works.

34. In selecting the labourers who are to be drafted to Professional Agency works, regard shall be had to the distance of such works from the labourer's home, and to the number of women, children, and infirm persons dependent on, or belonging to, the family of such labourer.

Information about Professional Agency works.

35. The district officer shall, from time to time, instruct the officer in charge of a Civil Agency work as to the Professional Agency works to which able-bodied labourers may be drafted, and regarding the maximum number which may be so drafted.

Payment by results to be introduced.

36. The system of payments-by-results or piece-work may be introduced where practicable. Persons unaccustomed to labour, or weakly persons, shall, as far as possible, be separated from able-bodied labourers accustomed to labour and provided with suitable work, and remunerated in accordance with the rates prescribed in section 131.

Gangs of labourers.

37. Labourers should be permitted and encouraged to form their own gangs under a headman or paymaster appointed by themselves. When they do not do so, the officer in charge should form them into gangs, allowing the members of a family, or of the same vicinity, to work together as far as possible.

Transfer of labourers.

38. In drafting persons to other works, the officer in charge shall observe the following rules:—

(1) The drafts shall ordinarily consist of not less than twenty persons.

(2) A numerical roll of men, women, and children shall be sent with all drafts with the reason for sending them.

(3) The draft shall be placed in charge of a trustworthy official, to whom shall be given money sufficient to support the members of the draft until they reach the work. If necessary, a police guard may be sent with the draft.

(4) On reaching the work, such official shall make over the gang, with the roll, to the officer in charge, who shall at once compare the roll with the draft and satisfy himself by inspection and enquiry that the draft has been properly fed *en route*.

(5) If the officer in charge finds everything in order, he shall sign the numerical roll, certify the expenditure, and return it to the official in charge of the gang.

(6) If the draft received does not correspond with the roll, he shall note the difference, and cause the official aforesaid to explain it, and then transmit the roll and the official's explanation to the officer who despatched the draft.

(7) If complaints of ill-treatment or insufficient feeding are made by any persons in the draft, he shall enquire into the complaints, and shall note his finding on the roll, and may refuse to certify the whole or any portion of the expenditure.

If necessary, precautions must be taken against desertion on the road.

(iii) Tools and shelter for labourers.

39. The labourer's camp or camps shall be selected with as careful regard as possible to sanitary conditions, with reference to which the sanitary and medical officials should, whenever an opportunity occurs, be consulted.

Huts.

40. If it is considered necessary to make huts for the labourers, hutting materials should be provided in sufficient quantity. The district officer shall satisfy himself that shelter is provided where it is necessary. Proper arrangements must be invariably made for latrines.

Residence in camp.

41. Residence in camp is compulsory for all labourers on civil agency works whose home is not within a reasonable distance.

Tools.

42. The district officer, before opening a work, shall see that proper tools are provided.

(iv) Adjustment of rates.

43. The officer in charge shall watch the variations in the price of food, and shall adjust the rates of wages in accordance with the rules laid down in Chapter X whenever the variation is not less than 10 per cent.

(v) Payments of wages.

44. Labourers in classes (*a*) and (*b*) should, as a rule, be paid at first daily, afterwards twice or thrice a week, for which purpose they may be divided into two or more sets, who shall be paid on different days. In no case shall payment be made less often than once in seven days.

Payments to be made daily.

45. Labourers in class (*c*) shall be paid daily.

Mode of payment.

46. The officer in charge shall be responsible that every labourer receives the wage to which he is entitled. Payment may be made for piece-work to the head of each gang, but in all other cases must be made individually.

To be made in cash.

47. All wages must be paid in cash unless food cannot be procured in the local market, in which case uncooked rations on the scale prescribed in Chapter X may be given in lieu of wages.

Days for which to be paid.

48. The minimum wage prescribed in section 127 shall be paid to labourers or *bonâ fide* applicants for employment on the work—

(*a*) for all days occupied in classification, medical inspection, or the like;

(*b*) for any days on which work is stopped by order on account of weather or other causes.

49. Fines may be imposed for short work, provided that the daily payment does not fall below the minimum wage. In the case of contumacious refusal to perform full work, payment may be made in proportion to the work done. Any labourer persisting in such conduct may be sent to the poor-house.

Fines.

50. When an officer receives orders to undertake any relief work, he should make an immediate estimate of the amount of food which will be required for the number of labourers to be employed, and should notify the same to the district officer. He shall from time to time, as circumstances may require, vary such estimate, and shall report weekly or oftener, if necessary, to the district officer the condition of the supplies sent and the rates at which they are sold.

(vi) Supply of food.

51. When it is necessary to have a market for the supply of food at a relief work, the officer in charge shall see—

(vii) Market arrangements.

(a) that the shop-keepers are provided with suitable and healthy accommodation;

(b) that the weights and measures used are fair;

(c) that the articles supplied are fit for human food;

(d) that the current prices are written up and notified daily in the market.

If it shall appear to him that the prices current are excessive, he shall report the matter to the district officer.

52. The officer in charge shall give daily opportunity to labourers and others employed or supported at the work to make complaints or bring forward grievances, and shall make due enquiry into every case which appears to require investigation.

(viii) Hearing of complaints.

53. Hospital accommodation shall be provided at every relief work for the sick. If there is no medical officer on the work, his duties will be performed, as far as may be, by the officer in charge, who will send all cases of serious illness to the nearest place at which medical treatment is obtainable. The hospital shall be inspected daily. (See Chapter VIII.)

(ix) Hospital accommodation.

54. Labourers' children unfit to work shall be fed in kitchens and put in charge of nurses while their parents are engaged in work. Rules regarding children's kitchens will be found in Appendix I. Infirm persons unfit to work, who apply for relief, shall receive the minimum wage prescribed in section 127, and if dependent on labourers employed on the work, shall be allowed to remain on such work so long as such labourers are so employed: if not so dependent, they may be drafted to a poor-house.

(x) Care of children and infirm.

55. The officer in charge of a relief work shall make a progress return in the prescribed form (see form 7 in Appendix II) for each week ending on Saturday night.

(xi) Submission of progress return for relief work.

In the controlling office (*e.g.* the Collector's or subdivisional office) this return shall be recast in the form given in Appendix II, No. 8.

Report to accompany progress return.

56. He shall also state—

(a) the physical condition of the labourers, of those seeking relief, and of the neighbouring population;

(b) the numbers who have been rejected from the work, and the reasons for rejection;

(*c*) the causes of any refusal to work or failure to accomplish the full task, and the action taken;

(*d*) the sufficiency or insufficiency of the scale of wages of payment for piece-work;

(*e*) any other information which it is expedient to communicate to his superiors.

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*II—Professional Agency Works.**

Definition.

57. Professional Agency Works are those which are conducted under the direct control of the Public Works Department.

Programme of relief works.

58. It is the duty of the Chief Engineer in charge of the Public Works Department, in communication with Commissioners and district officers, to prepare and maintain under the sanction of Government, a programme of famine relief works for each district containing areas reported under section 3 to be liable to famine.

To include sufficient work for six months.

59. The works in the programme shall be ordinarily sufficient to provide employment for a period of six months to the maximum number of persons who may need relief in accordance with the information furnished by the Commissioner under section 3.

Classifications of work.

60. Professional Agency relief works (including ordinary and special works) are divided into two classes:—

(A) Works sanctioned for which funds have been assigned in the current year.

(B) Works sanctioned for which funds have not been assigned in the current year.

Till famine and scarcity is imminent, all special works will belong to class B.

Redistribution of work.

61. When the Local Government decides that professional relief works are to be undertaken, the Chief Engineer shall, in communication with the Commissioner, determine what works in class A it will be desirable to maintain and what to close, and what works in class B it will be desirable to open, and what additional work should, if required, be undertaken. He shall then arrange for the redistribution of works, funds, and establishments accordingly; and such redistribution may, in urgent cases, be carried into effect in anticipation of the Local Government's sanction.

Emergent Budget.

62. If the funds assigned in the Public Works Department Budget for the current year, or if the existing establishment be insufficient, the Chief Engineer shall submit an emergent budget with as little delay as possible for the sanction of the Local Government.

Provision of tools, &c.

63. The Chief Engineer shall be responsible for issuing timely and ample instructions to the proper officials for the provision of tools, treasure chests, small coin, and other requisites for the conduct of the selected works.

(a). Classification and treatment of labourers.

64. Professional Agency work shall be open, in the first instance, to the following classes:—

(*a*) Able-bodied persons accustomed to labour of the kind required at the works.

(*b*) Able-bodied persons not so accustomed.

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* See Government of India's Resolution No. 57F—11-1, dated 1st October 1886, for orders with regard to the construction of railways as famine relief works.

(c) Persons not able-bodied who demand employment at the works.

Able-bodied persons accustomed to labour.

65. Persons in classes (b) and (c) shall ordinarily be treated under the rules for the conduct of Civil Agency works as far as such rules can be applied, but they may be transferred to class (a) whenever fit to fulfil the conditions thereby involved.

66. When a professional Agency work is opened, the Commissioner may either tell off certain portions of it as subsidiary, or else order the opening of a separate subsidiary work for the employment of persons in classes (b) and (c): such subsidiary work shall be deemed to be a Civil Agency work, and shall be administered in all respects under the rules laid down for Civil Agency works by the Engineer officer in charge of the Professional Agency work. It will, however, ordinarily be expedient, in the case of large numbers coming to these subsidiary works, for the Commissioner to appoint a civil officer to conduct them.

67. When no such subsidiary work or subsidiary portion can be provided, it is desirable that persons in classes (b) and (c) should be drafted as soon as possible to such Civil Agency work as the Commissioner or other civil authority may direct.

Report to district officers.

68. The Engineer in charge of a work shall give timely notice to the district officer—

(a) of the date on which such work will be ready for the admission of the labourers;

(b) of the date on which it will probably close;

(c) of any sickness or other occurrence which renders it advisable to stop admissions to such work;

and shall keep such district officer informed from time to time of the condition of the work, the number of labourers on it, and the number which can be admitted to it.

Transfer of labourers.

69. In drafting persons to other works, the Engineer in charge shall observe the rules laid down in section 38, Chapter III.

Progress return for relief work.

70. The Engineer in charge of a relief work shall make a progress return in the prescribed form (see form 7 in Appendix II) for each week ending on Saturday night.

Report to accompany return.

71. He shall also state—

(a) the physical condition of the labourers, of those seeking relief, and of the neighbouring population.

(b) the numbers who have been rejected from the work, and the reasons for rejection;

(c) the causes of any refusal to work, and the action taken;

(d) the sufficiency or insufficiency of the scale of wages or payment for piece-work;

(e) any other information which it is expedient to communicate to his superiors.

Channel for submitting it.

72. The Superintending Engineer may order such return to be sent directly to him by all officers in charge of works, without passing through the hands of their immediate superior. Copies of the return shall in such cases be sent to such immediate superior. A copy of the return shall be sent to the civil authorities.

CHAPTER IV.

THE POOR-HOUSE.

NOTE.—The observations reproduced below contain the decision of the Government of India on the question (which was discussed with the Government of Bombay) whether the poor residents of villages, who are unable to perform even light labour by reason of age, sickness, or other infirmities, should be relieved in time of famine in their own villages, or should be compelled to enter and receive relief in a poor-house. "We hold with the Famine Commissioners* (including the two dissenting members) that gratuitous relief to the poor of these classes should be given to them in their own villages, and that the poor-house should be reserved for the reception of wanderers, professional beggars, debilitated people who have fallen out of the ranks of labourers, and applicants for gratuitous relief respecting whose necessities there may be reasonable doubt."

* Report, Part I, pages 45-48.

Her Majesty's Secretary of State has concurred in the views held by the Government of India, and this ruling is therefore authoritative.

Definition.

73. The poor-house is an enclosure within which cooked food is distributed gratuitously to inmates.

Persons to be admitted.

74. No person may be admitted to a poor-house except—

(1) persons who, being unfit for employment on works, cannot be conveniently sent to their homes;

(2) persons who, being fit for employment on works, refuse to labour.

Inmates to be kept in Compulsorily.

75. Inmates once received into a poor-house shall be kept there: if of the first class, until they are fit for work or to be sent to their homes; if of the second, until they consent to work.

Number.

76. The number of poor-houses to be established in any district shall be determined by the district officer with the sanction of the Commissioner. Ordinarily, one poor-house will be sufficient for each sub-division of a district.

Supervision.

77. For each poor-house the district officer shall appoint a Visitor or Visitors, who shall inspect and supervise the administration thereof. These shall ordinarily be chosen from the members of the District or Local or Municipal Boards, or shall be Revenue or Police Officers of the locality, or some other officials of a similar position.

Site.

78. The site of the poor-house should be chosen with regard to the following circumstances:—

(1) It should be within easy reach of the head-quarters of the Visitors;

(2) It should be situated on the outskirts of a village or town;

(3) The situation should be healthy;

(4) The drainage should be good;

(5) An ample supply of water for drinking and bathing purposes should be available.

Hospital.

79. To each poor-house shall be attached a hospital, which shall be placed as near the poor-house as is consistent with health. The hospital shall be in charge of a medical officer.

Closing of the poor-house.

80. When it appears to the district officer that a poor-house should be closed, he shall determine a date for the closing of such poor-house, and shall direct that no one shall be admitted after that date; and that all inmates who are fit for work shall be dismissed.

He shall also arrange for the transmission to their homes, or the support by private charity, of such inmates as are unfit for work and incapable of supporting themselves.

81. Rules* for the construction of poor-houses, the establishment to be maintained in them, and the treatment of inmates, will be drawn up under the orders of the Local Government, when occasion may require.

Rules for administration.

CHAPTER V.

Other Measures of Relief.

82. When gratuitous relief is given to persons eligible for its receipt under rule 11A, it shall ordinarily be given at the home of the recipient. Respectable women, who are debarred by national customs from appearing in public shall always, if entitled to gratuitous relief under section 11A, be relieved at their own homes.

Relief to respectable women.

83. If not entitled to gratuitous relief, such women shall receive the minimum ration prescribed in Chapter X, section 125, in return for some suitable work, *e.g.*, spinning cotton to be performed in their homes.

Allowance of minimum ration.

[See first paragraph of Appendix IV.]

84. Arrangements shall be made by the Circle Inspector to ensure that relief is not unnecessarily given, and that, when given, it reaches the persons for whom it is intended.

Arrangements to prevent abuse.

85. So far as may be, consideration shall be shown to persons of respectable position and family who are reduced to starvation. Such persons shall not be forced to labour on the works, but shall, wherever possible, be employed as overseers of gangs, supervisors, accountants or clerks on the works. If no suitable work can be found for them, they may be admitted by order of the Circle Inspector to gratuitous relief. A list of all such persons so admitted shall be sent weekly to the district officer.

Relief to respectable men.

86. Artizans who require relief shall be employed as far as possible in their own trades on the Professional or Civil Agency works, and in localities where the members of any particular trade or calling are numerous. Preference may be given to works which will provide employment for men of such trade or calling.

Relief to artizans.

87. In localities where weavers are numerous, the Circle Inspector will arrange for the distribution of thread, and the payment for cloth woven, at the market price.

Relief to weavers.

88. If the market price is so low that a weaver cannot support himself, the price given may be raised, with the sanction of the Commissioner, to such an extent as may be necessary.

Price of their cloth to be raised.

89. A temporary orphanage shall be established at the head-quarters of the district, to which shall be sent, on the closing of a poor-house or children's kitchen, any children who are left without relations, or whose relations are unknown, or, if known, cannot be compelled to support them.

Orphans and deserted children.

90. In districts to which section 99 of the Local Self-Government Act III (B. C.) of 1885 has been extended, such orphanage may be placed under the management of the District Board, who

Children to be given for adoption.

* Till other rules be approved, the rules drawn up by the Government of Madras and the instructions given in Mr. Elliott's draft Code, which are appended to this Code in a slightly modified form, should be followed (*See* Appendix III).

will have the power to make over the children to the care of any respectable persons who wish to adopt them.

If several persons apply for leave to adopt the same child, preference shall ordinarily be given to the person, if any, who is of the religious persuasion to which such child belongs, or is believed to belong.

To be made over to orphanage after three months.

91. If after three months from the admission of a child to the temporary orphanage no respectable person has adopted it, such child may be sent, with the Commissioner's approval, to any orphanage or other public institution for the care of destitute children, which is willing to receive it:

Provided that in any case a child may be reclaimed by parents or near relations who have a legal right to its custody.

CHAPTER VI.

MEASURES FOR THE PROTECTION OF CATTLE.

Register of cattle.

92. The following measures for the protection of cattle will be carried out in any part of the province to which they may be considered applicable by the Local Government.

For each district the district officer, and for each division the Commissioner, shall prepare and maintain a register showing for such district and division—

(*a*) the approximate number of cattle depending on pasture;

(*b*) the pasture-grounds ordinarily in use;

(*c*) the reserve pasture-grounds belonging to Government to which in times of drought the cattle can be most conveniently driven.

To be taken to fodder reserve.

93. A copy of this register shall be submitted to the Local Government, who shall decide annually, in concert, if necessary, with the Forest Department, to what reserves the cattle from each district may be driven in case of need.

Mode of sending cattle to reserves.

94. On receiving the orders of Government, the district officer shall notify from time to time what reserves are, in case of drought, to be opened.

District officer shall report scarcity of fodder.

95. When it appears to the Collector or Deputy Commissioner of the district that the pasture of his district or any portion of his district is about to fail, he shall report the matter through the Commissioner to the Local Government, who may open the reserve set apart for such district.

People to be encouraged to send cattle to the reserves.

96. On receipt of the order opening the reserves, the Collector or Deputy Commissioner of the district shall inform the people of the affected tract, and shall urge them to send the cattle of their villages to the reserve opened to them.

Utilization of trees.

97. The district officer shall at the same time arrange, if necessary, and as far as may be, for the sale of fodder along such routes as are most suitable for reaching the reserves. If no fodder is procurable, and the cattle cannot otherwise be preserved, he may order the trees (if any) fit for fodder, which are on or near the routes, and which belong to Government, to be utilized to the utmost.

98. If water is deficient along such routes, the district officer in concert with Municipal Committees, and the District or Local Boards in districts to which section 88 of the Local Self-Government Act III (B.C.) of 1885 has been extended, shall make such arrangements to supply the want as may be practicable.

Supply of water.

99. The management of the pasture reserves and the control of the cattle admitted to them shall be in the hands of the Forest Officers or other officials who ordinarily have charge of such reserves. The fees ordinarily charged for pasturage may be reduced or remitted as the Local Government may direct.

Pasture reserves to be under the Forest Officers.

100. In districts irrigated by canals, the Commissioner, in consultation with the Canal Officers, shall take such measures for the growth of fodder, and for increasing the growth of grass, by flooding the ordinary pasture-grounds or otherwise as to him may seem advisable.

Production of fodder in canal-irrigated districts.

CHAPTER VII.

Duties of Police.

101. In seasons of scarcity the Police Superintendent shall require all police officers in charge of stations and outposts to submit special reports from time to time on the following matters:—

Shall submit special returns.

(1) increase in crimes which may be attributed to a general rise in prices, or scarcity of food;
(2) wandering of needy, or starving persons;
(3) migration, or immigration from, or to, the area under their charge;
(4) deaths believed to be due to want of food;
(5) cases of starvation or severe want;
(6) decrease in the above symptoms of scarcity.

102. The Police Superintendent shall submit the reports required under the preceding section, with his own remarks, to the Magistrate of the District.

With remarks by District Superintendent.

103. The Police Superintendent shall organise a system of patrol to visit the lanes and bye-ways of towns and villages, rest-houses or serais, as well as the main roads, in order to conduct starving wanderers to the nearest relief work or poor-house, or if they are unable to go so far, to the headman of the nearest village, for the purpose of receiving relief.

Shall visit lanes and bye-ways.

104. He shall take extra precautions for the protection of markets and all places where grain is stored, and shall place special patrols on lines of communications along which grain is carried.

Shall take precautions to protect grain.

105. He shall report from time to time to the Magistrate of the District what increase (if any) in the force under his command is needed. If any increase is made, he shall take the necessary steps for reducing the force when the increase ceases to be required.

Shall require extra force if required.

106. Every Police Officer in charge of a station or outpost in a famine-stricken area shall be furnished with a sum of money sufficient to enable him in urgent cases to supply

Shall take advance to supply food in urgent cases.

food to starving wanderers. The Superintendent of Police shall obtain from the Magistrate of the District the funds necessary for this purpose.

Shall remove dead on roadside.

107. It shall be the duty of the Police to see that persons found dead by the roadside are properly buried or burnt by the village authorities.

CHAPTER VIII.

Duties of Medical Officers.

Chief Superintending Medical Officer shall require special return.

108. The Chief Superintending Medical Officer of the province shall, in times of scarcity, require Medical Officers in civil charge of districts to submit special monthly reports on the following matters :—

(1) increase of illness and disease believed to be due to want of food;

(2) number of cases of death due to want of food, or illness induced by want of food, which have been brought to his notice;

(3) number of in and out-patients received in special famine hospitals or treated at famine works, with such details of the cases as may be required for the information of the Local Government;

(4) the distribution of the subordinate Medical Staff, and any increase to it that may be required.

Shall send abstract to Local Government.

109. He shall submit a monthly abstract of these reports to the Local Government.

Shall regulate diet for famine patients.

110. He shall issue such special instructions as are necessary for the treatment of famine patients and in regard to their diet.

Shall supervise medical arrangements.

111. He shall, if necessary, personally inspect and supervise the medical arrangements for famine relief, and shall be responsible that such arrangements are duly made in all districts.

Shall report when staff is deficient.

112. Whenever an increase to the Medical Staff of any locality appears necessary, he shall report the matter to Government, suggesting the measures necessary, with suggestions as to the means by which it can be increased.

Shall submit a general report.

113. At the end of any period of severe scarcity or famine, he will submit a general report on the operations of his department in connection with famine relief.

Duties of Medical Officers in Civil charge.

114. The Medical Officer in Civil charge of a district shall send copies of the monthly reports required under section 108 to the District Officer, and shall also be responsible for reporting to him all cases of death, starvation, or illness due to starvation, which may come to his knowledge.

Shall inform District Officer of any defective arrangements.

115. He shall bring to the immediate notice of the District Officer any cases in which he has reason to believe that sanitary arrangement connected with special famine institutions are not on a proper footing.

116. The Medical Officer in civil charge of a district shall, if required by the District Officer, inspect the labourers and visit the hospitals at relief works or poor-houses, and shall aid the civil authorities in making the necessary arrangements for sanitation and for the proper care of the sick.

Shall inspect.

117. A Medical Officer or subordinate competent for independent charge should, if possible, be attached to every poor-house and large relief work.

Medical Officers attached to relief works.

118 The Medical Officer on a work shall have charge of the hospital established under section 53. He shall, also constantly visit the relief work, inspecting the labourers and treating any cases which do not necessitate the patient's removal to hospital. He should also inspect the water-supply and the conservancy arrangements.

119. If any dispute arises between the Engineer or Civil Officer in charge of a relief work and the Medical officer attached to the same regarding any matter connected with hospital management, sanitation or the health of the people on the works, the Engineer or Civil Officer may, if he thinks fit, refer the matter in dispute, through the District Officer, to the Chief Civil Medical Officer of the province. But pending the reference he shall be bound to act in accordance with the Medical Officer's opinion.

Procedure in case of dispute.

120. If the wage paid or the ration given on any relief work in any famine institution appears to the Medical Officer in charge of the district or of the work or institution to be insufficient for the support of the labourers or inmates, the Medical Officer may report the matter to the district officer who may order the ration to be increased pending the order of the Commissioner, to whom the matter shall be reported.

Medical Officer shall report insufficient allowance of food.

CHAPTER IX.

Duties of Local Officers.

121. In all future settlements, in the Orissa and Patna Divisions, of land the property of Government, or of temporarily-settled estates, the Settlement Officer shall, when the Lieutenant-Governor so directs, appoint the village accountant, or some other suitable person, to be a "local officer" in respect of each village or other convenient area.

Appointment of local officers.

122. Every local officer shall report, where the Lieutenant-Governor so directs, at such times and through such channel as the Collector of the District may from time to time prescribe—

Duties of local officers in ordinary times.

(*a*) the condition of the crops and the state of the people of the local area;

(*b*) the existence of any scarcity or distress, whenever it may occur;

(*c*) the condition of the grain stocks;

(*d*) any failure in the supply of fodder, the presence of disease, or the occurrence of any unusual mortality among the cattle.

123. In times of scarcity or famine, the local officer shall prepare a correct register of persons residing in the local area, who, from their circumstances, are likely to require gratuitous relief in such times.

Duties of local officers in times of scarcity or famine.

It shall also be the duty of the local officer in times of scarcity and famine to carry out such instructions as he may receive from the Collector or Circle Inspector for the relief of distress.

CHAPTER X.

WAGES AND RATIONS.

[See Appendix IV.]

Full ration.

124. The full ration prescribed under this Code as sufficient to maintain able-bodied labourers in health and strength is—

	For a man.		For a woman.		For children.
	lb.	oz.	lb.	oz.	
Flour of the common grain used in the country or cleaned rice	1	8	1	4	⅔, ½ and ¼ rations according to age and requirements.
Pulse	0	4	0	4	
Salt	0	½	0	½	
Ghee or oil	0	1	0	½	
Condiments and vegetables ...	0	1	0	1	

Minimum ration.

125. The minimum ration for labourers under this Code is—

	For a man.		For a woman.		For children, not being infants, below 14.
	lb.	oz.	lb.	oz.	
[1] Flour of the common grain used in the country or cleaned rice	1	0	0	14	⅔, ½ and ¼ rations according to age and requirements.
Pulse	0	2	0	2	
Salt	0	⅛	0	⅛	
Ghee or oil	0	⅛	0	⅛	
Condiments and vegetables ...	0	½	0	½	

Penal ration.

126. The penal ration prescribed for labourers sent to a poor-house for refusing to work is—

	For a man.		For a woman.	
	lb.	oz	lb.	oz.
Flour, grain or rice ...	0	14	0	12
Pulse	0	1	0	1
Salt	0	¼	0	¼

Minimum wage.

127. The minimum wage under this Code is the amount of money which at the current rates authorized by the District Officer is sufficient to purchase a minimum ration.

Definition of full wage.

128. The full wage under this Code is the amount of money which at the current prices is sufficient to purchase a full ration.

Payment for Professional Agency works.

129. Payment for labour on Professional Agency works may be made at the rates ordinarily given under the rules in force in the Public Works Department, provided that the sum which a labourer can ordinarily be expected to earn by a fair day's labour shall in no case be less than the full wage prescribed in section 128.

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[1] The flour should be that of the coarsest cereal or millet ordinarily consumed and commonly purchaseable in the bazar; where rice is made the standard of wage, it should be cleaned rice. The price should be that at which the flour or rice is sold at the bazar attached to or nearest to the relief work; if flour is not sold, the price should be based on that at which the grain is sold. In calculating the price of flour it should be remembered that flour is always dearer than the grain of which it is composed. This seems a simple method for instruction, but it had recently been forgotten and wages have been based on the price of the grain, not of the flour. Thus if barley is selling at 1 anna a pound, a pound of barley should be priced about $1\frac{1}{16}$ anna (*Mr. Elliott's Draft Code of Famine Relief, Chapter II paragraph 13*).

130. Payment for labour on Civil Agency works, where payment is made by results, shall be so arranged that the sum which able-bodied labourers can ordinarily be expected to earn shall be as nearly as possible equal to the full wage prescribed by section 128.

Payment for Civil Agency works.

131. Payment for labour on Civil Agency works, where made according to task, shall be arranged at the discretion of the civil officer in charge:

Payment for task-work.

Provided that in no case it be greater than 75 per cent. of the full wage, nor less than the minimum wage prescribed in this chapter.

CHAPTER XI.

ACCOUNTS.

132. The Commissioner of a Division, when he has reason to believe that scarcity prevails or a famine is imminent in any part of his division, will submit to Government for sanction an estimate of the extra expenditure likely to be incurred with any details that he can furnish.

Estimate of extra expenditure.

133. When orders have been received from Government on the estimate, and an allotment has been made, the Commissioner will distribute the sum so allotted, at his discretion, among the districts of his division on estimates which the district officers are required to submit to him not later than the 15th of each month for the following month.

Distribution of allotment.

134. The Commissioner will return the estimate after signature and alteration (if that is necessary to show the correct sum assigned locally) to the district officer, and forward at the same time a consolidated statement of the total amount assigned each month (or on each occasion) to each district to the Account Office, registering the same in his own office.

Communication of the distribution to the Account Office.

135. The Account Office will advise each Treasury Officer what amount has been assigned to his district, and the Treasury Officer will make payments within the amount so advised. Every payment, as soon as made, with its date, will be entered in the treasury, under the initials of the Treasury Officer, in lump, on the reverse of the advise, which should be carefully filed, and the progressive total of the expenditure ascertained before fresh payments are made. * The unexpended balance of a monthly assignment will not lapse, but should be added to the next assignment, and may be drawn against by the authorized disbursing officer at any time before the close of the official year, or before the close of the relief operations in the district, whichever may be earlier.

Account Office to communicate the district allotments to the Treasury Officers.

136. In case a District Officer should find his assignment insufficient, he should make a supplementary application to the Commissioner, who may sanction the amount out of the balance of his divisional assignment, or, if that be exhausted, may sanction the amount in anticipation of the approval of Government, advising the several officers in the manner indicated above.

Supplementary allotment.

* See section 4 (g).

137. District Officers are authorized to sub-divide their district assignments amongst responsible disbursing officers (Circle Inspectors and others) who may be authorized to undertake the administration of expenditure and to draw bills upon the treasury direct. When such a distribution of the district assignment is made, the District Officer will inform the Treasury Officer of the amount placed at credit of each disbursing officer, who will draw money against the credit from the treasury, as required by him, on bills signed by himself. The Treasury Officer will note the distribution on the advice received from the Account Office, and will see that the amount thus assigned to each disbursing officer is not overdrawn, and that the total of all does not exceed the district assignment.

Sub-division of district allotment.

138. Permanent advances on a sufficient scale, which will be fixed by Government when occasion arises, will be allowed to the several disbursing officers, viz :—

Permanent advances.

The Commissioner. | The District Officer.
Circle Inspector.

and any other special officers who may be appointed to administer relief or to conduct work requiring immediate payment. The permanent advance is to be employed in paying charges which, from the nature of the case, cannot be held over until a regular bill is cashed at the Treasury, and officers who are granted permanent advances are at liberty, on their own responsibility, to allot portions of their permanent advances to select subordinates who have to carry out executive details on their behalf.

139. Permanent advances should be drawn from the Treasury by the officers authorised by Government on receipts stating the purpose and authority therefor, and should be refunded into the Treasury at the close of relief operations.

Permanent advances how to be drawn.

140. Every disbursing officer will keep a register in which he will enter the payments as they are made by him (*see* Form I in Appendix II). This register will show date of payment, name of the person to whom paid, number of sub-voucher and of contingent abstract, detailed heads of expenditure in separate columns, with particulars, total of each contingent abstract, total of each month's bill, date of detailed bill, date of submission with initials and remarks. Particular attention is drawn to paragraph 19 of Chapter 5, Civil Account Code.

Register of payments.

141. When the permanent advance from which the disbursing officer has been making payments appears to require recoupment, the disbursing officer will rule a red ink line across the page of the register, add up the several columns, enter their cross-totals in the column of "Total of each contingent abstract," post the several totals in a form of contingent abstract (Form 8, Civil Account Code), detailing against each entry the numbers of the sub-vouchers, and entering in its proper place the description of charge, number the abstract bill in a separate monthly consecutive series, and then sign and date it. If the disbursing officer is authorized to draw money from the Treasury on bills signed by himself, he will recoup the permanent advance by cashing the bill at the Treasury ; otherwise he should first get the bill countersigned by the officer above him authorized to

Abstract contingent bills.

draw money from the Treasury before presenting it for payment at the Treasury. There is no limit to the number of recoupments allowed, so that, if necessary, they may be made every week or oftener.

Payments of demands in excess of permanent advance.

142. Where the permanent advance is running short, a demand may be presented in excess of the balance: this item, too, should be charged in the register of payments and included in the abstract, the number given being that which the sub-voucher will bear when payment has been made (*see* note, Rule 8, Chapter V, Civil Account Code). It must be distinctly understood that a disbursing officer is only authorized to draw a sum in excess of the amount necessary to recoup his permanent advance when an actual immediate payment has to be made, and not in advance for prospective payments,—that is, he may draw such a bill when a payment in excess of the balance of his permanent advance has actually become due and has to be paid; but if he habitually finds it necessary to draw sums in excess of his advance for any other reason, he should immediately apply for an increase to his permanent advance. As the entries in this register of payments are to precede, not follow, the signing of the abstract bill, which will in reality be constructed from the register, it cannot possibly fall into arrear, so long as this procedure is followed.

Monthly detailed bill.

143. After the close of each month, the forward total of each column should be made in the register of payments, and when the foot of the page is reached it should be carried forward in ink to the top of the next. From these totals the monthly detailed bill will be prepared in the same form as the abstract bill, but headed *Not payable at the Treasury*, and showing the monthly total of each column, with description (as in the abstract) of each charge; the numbers of the sub-vouchers will be entered against each item; at foot will be a memorandum of the number and date of every contingent abstract and the sub-vouchers included in each, and the amount charged in the bill must be agreed with the amount actually drawn from the Treasury within the month. It will be signed by the officer, and submitted to the controlling officer, or, if there be no controlling officer, to the Account Office direct with sub-vouchers for all sums above Rs. 10, and a certificate in the following form :—

"I certify that the expenditure charged in this bill could not, with due regard to the interests of the public service, be avoided. I have satisfied myself that the charges entered in this bill have been really paid. The grain charged for in the bill has been actually issued in gratuitous relief and in payment of relief wages as shown in the memorandum below. The rates prescribed by the Famine Code for wages and gratuitous relief have been observed. Vouchers for all sums above Rs. 10 in amount are attached to the bill. I have, as far as possible, obtained vouchers for other sums, and am personally responsible that they have been so destroyed, defaced, or mutilated that they cannot be used again."

Bills which require no countersignature.

144. From officers whose bills require no countersignature monthly bills in adjustment of their contingent abstracts are not required; provided that they omit from the heading of the abstract bill any reference to future submission of a detailed bill, and that they attach the certificate of rule 140 and all vouchers for sums in excess of Rs. 10.

Duties of the countersigning officer.

145. It is the duty of a countersigning officer to see that the charges made in the contingent bill are of obvious necessity, and are at

fair and reasonable rates ; that the vouchers are all received and in order ; and that the calculations of those which he detains are correct ; and especially that the expenditure has not exceeded the amount assigned to the officer.

Countersigning officer's register of bills passed.

146. On receipt of the monthly detailed bill in the office of the countersigning officer, its figures will be transcribed in a register of the same form as the disburser's register, and the bill will then be reviewed by the countersigning officer with the sub-vouchers. Any disallowance, with the number of the sub-voucher and the explanation of the objection, will be noted on the bill at foot and in the "Remarks" column of the register, and the amount shown in the register in the column affected will be corrected in red ink : explanation of the objection should be given on the reverse of the bill, if there is not room on the face. The countersigning officer will then take up register and bill together, enter in the former the date of admission under his initials, sign the bill, and despatch it to the Account Office with the large vouchers, and the following certificate in lieu of the smaller ones :—

"I certify that in support of every charge of more than Rs. 10 made in this bill a receipt or other voucher has been given me, and is now in my possession. The receipts and vouchers for items in excess of Rs. 100 are attached to the bill, and I am personally responsible that the receipts and vouchers for all other items of more than Rs. 10 are in proper form and order, and that they have been so cancelled that they cannot be again used to support claims against Government.

Disallowance by the countersigning officer.

147. After despatch of the bill to the Account Office, the countersigning officer should communicate any disallowance to the disbursing officer, and its amount should be, without fail, refunded into the Treasury. If the amount be subsequently passed by the countersigning officer, it may be redrawn. When a refund is made, a note of the same should be made in the disbursing officer's register, and the Treasury Officer should be careful to add the amount of refund to the balance shown on the back of the advice mentioned in section 135.

Establishments.

148. The pay of the extra establishments only which may be employed in connection with the relief operations will be a famine charge. Bills for such establishments must be always made out in full detail on the usual establishment form, and must cite in every case the authority of Government under which the establishment has been entertained. These charges are not to be drawn on abstract bills or to be paid from permanent advances.

Extra allowances to officers deputed on famine duty.

149. The pay and the ordinary travelling allowances of officers and of establishments deputed on special famine duty are not famine charges. They will be drawn in the usual way, and will be adjusted against the departments to which the officers are permanently attached. But if any special allowances be sanctioned for these officers and establishments in addition to their substantive pay, they should be treated as famine charges.

Relief in grain.

150. In case it becomes necessary to grant gratuitous relief and pay relief wages in grain, the grain required for the purpose should be obtained on indent from the grain contractor appointed for the circle. The contractor shall draw out a bill weekly or more often, if he desires it, for the value of the grain supplied by him, attaching the receipts received by him for the grain so supplied to the bill as sub-vouchers, and present

it to the officer by whose authority the grain was supplied. The officer will first check the bill to see that the quantities, rates, and charges are correct, enter the amount to be paid in his register of payments, and make out an abstract bill in the same way as in section 141. This abstract bill may be passed for payment at the Treasury to the contractor, or the amount may be drawn from the Treasury for payment to the contractor, or, where convenient, can be paid from the permanent advance. In the monthly detailed bill in which the value of the grain is included, a plus and minus memorandum should be given, showing the balance of grain which was in stock at the end of the previous month, quantity charged for in the bill, total, including balance, quantity issued in gratuitous relief and in payment of relief wages, and the balance in stock at the end of the month.

151. Every officer ordering the supply of grain by a contractor will keep a register (*see* Form 2 in Appendix II) in which he will enter the grain supplied as the contractors' bills are passed for payment. In this register he will also enter the quantity issued in gratuitous relief and in payment of relief wages, any necessary details being obtained from his subordinates. At the close of each month this register will be totalled and balanced, and the balance agreed with that of the plus and minus memorandum to be given at foot of the monthly detailed bill. If the balance be in charge of different officers, an abstract should be entered at foot of the register showing the balance in charge of each.

Government grain reserve.

152. In case the relief operations involve the formation by Government of reserves of grain owing to contractors for supply not being available, or the localities affected being difficult of access, or for other reasons, the grain will be purchased under the special orders of Government, which will specify the officer to whom the grain will be delivered. This officer, who will ordinarily be stationed at Calcutta, or some other large central purchasing station, will distribute grain to District Officers, or in some instances to other officers direct.

Duty of the officer in charge of the reserve.

153. The officer in charge of the grain reserve mentioned in section 152 will keep two registers in Form 3, Appendix II—one for receipts and one for issues—and at the end of each month will prepare from these registers an abstract account in Form 4, Appendix II, showing the opening balance of grain in stock, the quantity and source from which received, the quantity and persons to whom issued, and the balance in stock at the end of the month (which will form the opening balance of the following month). This abstract account he will send to the Account Office direct, accompanied by the receipts of the officers to whom he has issued grain.

Duty of the District Officer and his subordinates with regard to reserve grain.

154. The District Officer will keep similar registers in Form 3, Appendix II, and will prepare an abstract account in the same form as that mentioned in the last section, and submit it with similar receipts to the Account Office at the close of each month.

155. Officers subordinate to the District Officer may either keep portions of the grain reserve which they receive from him or from some intermediate source, and issue it to local distributing officers, or they may themselves distribute grain in relief to the poor direct, or they may perform both duties.

In the first case it will only be necessary for them to keep the registers in Form 3, Appendix II, and send monthly

abstract accounts and receipts, similar to those mentioned in the last two sections, to the District Officer, who will attach them to his own abstract account, and forward them to the Account Officer, after adding their balances to the balance in his own charge in the manner shown in Form 4, Appendix II. When adding these balances to his own, the District Officer will, at the same time, check the opening balances of the subordinate accounts by comparing them with his abstract account of the previous month. If, however, they distribute relief to the poor, their monthly abstract must be accompanied by a statement in Form 5, Appendix II, showing the number of persons relieved and the rate at which relief has been issued to each. These statements must be carefully checked by the District Officer and sent by him with the abstract accounts to the Account Office. In any case, whether the local subordinate officers are distributors, or whether they are simply sub-holders of a portion of the grain reserve, they must keep the registers in Form 3, Appendix II.

Direct despatches of reserve grain to subordinate officers.

156. In case it is necessary for the officer in charge of the grain reserve to send grain direct to some officer subordinate to the District Officer, the officer in charge of the grain reserve will send an advice to the District Officer, showing the quantity so despatched to the subordinate officer, and such subordinate officer will, upon receipt of the grain, at once communicate the particulars of the receipt to the District Officer, who will bring it on his receipt register in Form 3, Appendix II, as a receipt from the officer in charge of the grain reserve, and will, at the same time, enter it in his issue register as an issue to th receiving officer. The receiving officer will deal with the grain and account for it exactly as though he had received it from the District Officer, and not from the officer in charge of the grain reserve.

Sale of reserve grain for cash.

157. In case reserve grain is sold for cash, a separate register (Form 6 in Appendix II) will be opened by the selling officer in which will be entered as each sale is made the date and substance of the order, if any, authorizing the sale, the date of sale, the quantity and weight in separate columns for each description of grain, the rate per maund, and the value. At the close of business daily the columns of quantity, weight, and value should be totalled, the total quantity and weight being carried into the register of issues of grain and the total value paid into the nearest Treasury. Should it be inconvenient to pay the collections daily into the Treasury owing to distance, the amounts may be remitted to it periodically, care being however taken, *first*, that all money in hand on the last day of a month is remitted to the Treasury on that day; and *secondly*, that no portion of the realization is spent, all the receipts being paid intact into the Treasury. The District Officer should fix a limit for each of his subordinates, beyond which the subordinate officer should not be allowed to hold cash in hand without remitting it to the Treasury. With the monthly extracts from the register of issues of grain, the Treasury receipts for the value of grain sold should be sent to the Account Office as vouchers, and the monthly account will not be accepted as complete without such vouchers.

Relief works by professional agency.

158. Funds for relief works, which are conducted under the direct control of the Public Works Department, will be supplied to that Department by means of letters-of-credit issued in favour of

the officers concerned on the application of the Examiner of Public Works Accounts. The officers will draw money from the Treasury, as they require it, by cheques against their letters-of-credit, and will submit their account of expenditure to the Examiner according to the rules of the Public Works Department.

Advances and loans.

159. Advances and loans for land improvement, &c., will be regulated under the general rules laid down by Government for the purposes. The payments will not be debited to famine, but to the ordinary heads provided for the disbursements. No special rules for these advances and loans are therefore necessary, as they will be made, not from permanent advances, but direct from the Treasuries, on orders signed by the District Officer or other officer who may be authorized to grant such advances or loans.

APPENDIX I.

Extracts from the Draft Famine Code of the Madras Presidency, slightly modified.

ESTABLISHMENT AND MANAGEMENT OF KITCHENS FOR CHILDREN.

* * * * * *

Relief in children's kitchens.

Experience having shown that starving parents cannot safely be entrusted with the means of relieving their children in time of famine, it is essential that a daily supply of cooked food should be issued to them under proper supervision.

Method of effecting it.

For this purpose villages should be grouped into circles not more than five miles in diameter, so as to admit of the children coming or being brought daily to the central village in the morning, and returning to their homes in the evening. In the most central village of each circle should be erected a kitchen and feeding sheds; if necessary, a small shed may be erected in the vicinity of the kitchen to afford sleeping accommodation to homeless children.

Treatment of children abandoned by their parents or guardians.

Children abandoned by their parents or guardians should, if old enough, be sent to a suitable relief work, and, if too young to work, should be admitted to the nearest children's kitchen. Registers should be kept in which all the information procurable as to the parentage and villages of the children should be entered, in order to facilitate the tracing out of their parents or natural protectors, and the future restoration of the children to them.

Materials to be used in construction of kitchens, &c.

The walls of kitchens should be built of mud—the long wall of the cook and store rooms will require buttresses to give it stability; the outer and partition fences should be constructed of thorn bushes tied to transverse sticks which must be securely fastened to upright poles placed at intervals from each other near enough to ensure the stability of the fences, which must be stiff enough to prevent egress and ingress. A ditch should be dug round the whole enclosure so as to prevent superficial drainage into the enclosures and to carry it off from the interior, for which purposes small open drains can be made leading into it from the enclosures; the floors of the eating sheds should be raised above the surrounding surface to ensure proper supervision.

Maximum number of children in one kitchen.

The number of children attached to one kitchen should not exceed 300.

Kitchens sub-divided.

Each kitchen should be sub-divided into caste sections, and each section should have a separate gateway.

Kitchens to be numbered.

Each kitchen should have a distinctive number, and a flag bearing that number should be erected at each gate.

Children's tickets.

Every child on first admission to a kitchen will be furnished with a tin ticket, on which are to be stamped the number of the kitchen; the number borne by the child in the kitchen register, a letter to distinguish the section to which it is attached, and the letter M with the number of its mess, thus:—

K. 4 M. C. 13 2	K. 4 M. P. 30 1

These tickets must be worn suspended from the child's neck when it presents itself for admission at meal-time. To check careless loss of tickets, a child should be punished for loss of its ticket by withholding one issue of condiment, soup, or sugar. Lost tickets must be replaced by the Circle Inspector, and in case of removal of a child from the kitchen register, its ticket should be returned into store and given by the gomastah to his Circle Inspector, who will retain it; a ticket should never be re-issued to any but the original holder. Example: if No. 5 has been removed, and at the time of admission there are 50 on the register, the next child admitted will be numbered 51. The object of this rule is to ascertain the total number of the children who obtain relief in a kitchen.

Eating utensils.

Utensils sufficiently large to contain the ration prescribed for the mess to which a child is attached will be furnished to each child on its admission to a kitchen; they

are not to be removed from the kitchen premises; and care must be taken that the utensils of one section do not get mixed with those for the use of another section. A stout basket should be provided for each mess in which its utensils should be kept when not required for use.

Classification of children into messes.

The following plan has been found to work well: divide the children into castes; allot to each caste a separate feeding space marked by a suitable flag—white, blue, red, or green, &c.

To facilitate the issue of the cooked rations, children of each section may be classified into messes according to their ages. All members of a mess will receive the same ration. There should be four messes—

M. 1. Consisting of children from 9 to 12 years of age.

M. 2. Consisting of children from 6 to 9 years of age.

M. 3. Consisting of children from 3 to 6 years of age.

M. 4. Consisting of children under 3 years of age

Note.—Children of the 4th mess are often unable to feed themselves; such children are usually in the charge of some bigger child; the issue of rations to such children should be deferred until the elder child has finished its meal; it will then receive the ration of the little child in its charge and feed it under the special observation of the mess-cook. In the very rare cases of such a child having only an adult relation to feed it, the same course can be pursued, with this difference that the admission as well as feeding of the child will be deferred till all the other children have left the enclosure, and it will be fed under the personal supervision of the gomastah.

Admission of children for meals.

The morning meal will be distributed at 8-30 A.M., the evening meal at 4-30 P.M. Half an hour before meal-time the gomastah will commence to call the Attendance Register, Form B. As soon as a child's name is called, it should enter the enclosure and obtain from its mess-cook its eating utensils, and then sit down in its usual place in the eating shed of its mess. Children of the fourth class who are unable to take care of themselves should be admitted along with the child in charge.

Removal of cooked food prohibited.

The removal of cooked food should be strictly forbidden.

Permanent establishment.

The establishment is as follows for each kitchen containing 300 children:—

1 Gomastah.	2 Cooks.
2 Warders.	2 Scavengers.
3 Waterwomen.	

Note.—The number of cooks beyond the fixed minimum will be increased in the ratio of one for every fifty or fraction of fifty children—up to the maximum of six for a kitchen. The children in each section will, as far as possible, be equally divided amongst the cooks appointed to it, having regard to the retention of integrity of messes. One cook must not prepare food for a portion of a mess in addition to the mess or messes which are specially allotted to him, otherwise the rations of different messes are likely to get mixed up, and responsibility is not limited.

Position and duties of gomastah.

The gomastah will be under the immediate orders of the Inspector of the circle in which the kitchen is situated. He will obtain daily on indent from an agent appointed for the purpose the supplies required for his kitchen; one copy of the indent will be left with the agent to be given up on payment of the articles indicated on it. The gomastah will personally weigh and distribute the raw rations for each mess: these issues will be made twice daily. After the morning issue he will place the remaining raw supplies under lock in the store-room of the section for which they have been procured. After the issue of the raw rations he will give out to each mess-cook the eating utensils in use by his mess or messes, and after each meal he will inspect the utensils to ascertain that they have been cleansed, and after he has seen them put into their respective baskets, he will lock them up in the store-room. Half an hour before meal-time he will commence to call the roll or attendance register, and will supervise the issue of the rations and remain till the kitchen is closed. He will submit weekly to the village Circle Inspector an abstract of his kitchen register, and will be held responsible for the discipline of his kitchen, the carrying out of regulations, and the condition of the children.

Duties of a warder.

Warders will be appointed to each section of the kitchen; they will maintain order among the children, and will observe, as far as possible, the issue of the rations and at once report to the gomastah if they consider a short ration is issued. At the close of each meal they will carefully inspect each child as it goes out to see that neither cooked food nor utensils are removed; they will also ascertain that the servants on leaving the kitchen do not take away any food or utensils belonging to the kitchen. One warder

must always be on the premises of the kitchen to prevent unlawful egress or ingress, and they will sleep in their respective sections every night.

Duties of cooks.

The cooks will carry the supplies required for their respective sections; they should be present one hour and a half before each meal to receive the raw rations and eating utensils of their respective messes, and will cook and distribute the food. After each meal they will collect and cleanse the eating utensils of their messes and replace them in the store-room of their sections. As soon as this is done, they will leave the kitchen premises till again required to be present.

Duty of water-carriers.

The water-carriers will thoroughly sweep out their respective sections; the rubbish they collect will be deposited in a fixed place for their removal by scavengers. They will also cleanse their sections after each meal; they will supply the filters for drinking and culinary purposes, and all water required in their respective sections during meal-times; they will move among the children ready to supply water to any child asking for it.

Cooks and water-carriers how to be chosen.

The cooks and water-carriers must be chosen with reference to caste requirements.

Scavengers.

It will be found necessary to daily cleanse the ground round the kitchen, and also to have the latrine areas cleaned after each meal, and the ordure removed and buried or burnt.

Contingent charges.

Under the head of "Contingent charges" are included cost of firewood, cooking pots, small repairs to sheds, fences, &c. the simplest method of supplying fire-wood and pots will probably be to allow the gomastah a fixed sum for each 50 children. The gomastah will keep an account of expenditure under these heads.

General remarks—Inspection of kitchens.

Independently of official inspections, encouragement should be given to a few men of position and reputation and residents in the circles to visit these kitchens and to record their impressions in a book which should be kept by the gomastah.

Payment of food contractors.

The agent at his option can either be paid locally in cash by the Circle Inspector, or at the Sudder or Sub-divisional treasury, on presentation of his copy of Indent, Form C, countersigned by the Circle Inspector.

FORM A.

REGISTER of children relieved in kitchen No. Circle—in Village of since

Date and Number of Admission Ticket.	Name and Designation of Officer issuing it.	Date of Admission to Kitchen.	Number in Kitchen Register.	To what Section admitted.	Age.	Sex.	Number of Mess.	Name of Child.	Name of Father or Mother or Relation heretofore supporting it.	Village.	Date of removal from Register.	Cause of removal from Register.

FORM B.

Attendance Register of Children in Kitchen No.

Circle in village of for week ending

Number on Attendance Register.	Number on Kitchen Register.	To which Section admitted	Number of Mess.	Name of Child.	1 * /	2 ×	3 O	4	5	6	7	REMARKS.

* / = Present one meal.
× = Ditto two meals.
O = Absent from both.

FORM C.

Indent for Supplies required in No. Kitchen _____ Circle in Village for day of

Number of Mess.	Number Children as per attendance roll of previous evening.	Description and Quantity of Supplies required.																		Remarks.
		Rice.		Dál.		Salt.		Sugar.		Tamarind.		Chillies.		Onions.		Salt-fish.				
		lb.	oz.	lb.	z.	lb.	oz.	lb.	oz.	lb.	oz.	lb.	oz.	lb.	oz.	lb.	oz.			
M 1																				
,, 2																				
,, 3																				
,, 4																				
Total ...																				

I certify that I have received the articles specified in this indent.

Kitchen gomastah.

Date

I certify that I have checked the indent with the Kitchen B Form, and that the quantities indented for are correct according to the form.

Circle Inspector.

Date

Place.

Date.

Gomastah of Kitchen No.

FORM C.

	lb.	oz.	Rs.	A.	P.
Rice					
Dâl					
Salt					
Sugar					
Tamarind					
Chillies					
Onions					
Salt-fish					
Total ...					

I certify that I have received from No. Circle Inspector , or from the Government Treasury, the sum of Rs. , being in payment of articles supplied on this indent as per margin.

Contractor for No. Kitchen.
Place.

Date

FORM D.

Contingent Account of No. Kitchen. Circle, for Week ending

Date.	Receipts.	Rs.	A.	P.	Date.	Disbursement.	Rs.	A.	P.	Number of Voucher.	Remarks.

Date

No. 1 Kitchen Gomastah.

Countersigned.

Circle Inspector.

FORM E.

No.

Kitchen.

Circle for week ending

Last number on Register A.	Total number on B Register at date of return.	Number of meals issued during the week.	Cost of articles supplied on indent.			Contingent charges during week.			Pay of establishment during week.			REMARKS.
			Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.	
												Total cost up to week ending
												Ditto up to week ending

N. B.—The information under heads of total previous cost and of cost up to date will be supplied in the office of the Collector or Sub-divisional Officer.

Date

Kitchen Gomastah

Circle Inspector.

APPENDIX II.

Form 1

APPENDIX II.

Form 1.

Register of Payments on accoun of Famine of the _____ *for the* _____

Date of payment.	To whom paid.	No. of sub-voucher. contingent abstract.	Description of charges.	Heads of Expenditure.					Total of each contingent abstract.	Total of each month's bill.	Date of detailed bill.	Date of admission, with initials.	Remarks.

APPENDIX II.

Form 2.

Register of Receipts and Issues of Grain from Local Contractors for the _____ _____

Date of receipt.	Name of contractor.	To whom supplied.	Description of Grain.						Date of issue.	By whom issued.	Description of Grain					
			Quantity.	Weight.	Quantity.	Weight.	Quantity.	Weight.			Quantit	Weight.	Quantity.	Weight.	Quantity.	Weight.
		To balance ...														
										By balance ...						

_____ District.

APPENDIX II.

_____District.

Form 3.

*Register of Grain received or issued (Reserved Stock) for the month of*_____188

Date of receipt.	From what source received, or to whom issued.	Description of each kind of Grain.								Remarks.
								Total.		
		Quantity.	Weight.	Quantity.	Weight.	Quantity.	Weight.	Quantity.	Weight.	

APPENDIX II.

Form 4.

Abstract of Receipts and Issues of Grain at the _____ *for the month of* _____ 188

Date.	From what source received, or to whom issued.	Description of each kind of Grain.						Total.		Remarks.
		Quantity.	Weight.	Quantity.	Weight.	Quantity.	Weight.	Quantity.	Weight.	
	Opening balance									
	Add Receipts									
	Total Receipts									
	Total, including balance									
	Deduct Issues									
	Total Issues									
	Closing balance in stock									
	Add balances as per accounts hereto annexed									
	at									
	at									
	at									
	at									
	at									
	&c.									
	Total balance in stock in the whole district									

APPENDIX II.

Form 5.

Statement showing the distribution of Grain gratuitously or in payment of relief wages at the for the month of 188

Date.	Number of			Rate per Head.			Description of each kind of Grain.								Remarks.
	Men.	Women.	Children.	Men.	Women.	Children.	Quantity.	Weight.	Quantity.	Weight.	Quantity.	Weight.	Quantity.	Weight.	
Total carried to the Register of Issues ...															

APPENDIX II.

_____ District.

Form 6.

Register of Sales of Grain for Cash for the month of _____ 188

Date of sale.	To whom sold.	Description of each kind of Grain								Daily total	Date of remittance to the treasury	Initials	Remarks
		Quantity.	Weight	Quantity	Weight.	Quantity.	Weight	Rate per maund	Value.				

Appendix II.

Form No. 7.

FAMINE RELIEF WORKS.

CIVIL AGENCY / PROFESSIONAL AGENCY } WORKS.

DISTRICT OF _____

Progress Return (under Sections $\frac{55}{70}$ of the Bengal Famine Code) for the week ending on night of Saturday, the _____ 188

(To be submitted by the Officer in charge of the works.)

Serial number of work.	Name of work.*	Day of the week.	Number of persons employed.									Quantity or portion of work done during the week.	Total amount disbursed as wages.									Total number of infirm persons unfit to work and dependent on labourers employed on the work during the week.	Total amount of wages paid to such persons during the week.	How long the work is likely to give employment.	Remarks.
			Class A.			Class B.			Class C.				Class A.			Class B.			Class C.						
			Men.	Women.	Children.	Men.	Women.	Children.	Men.	Women.	Children.		Men.	Women.	Children.	Men.	Women.	Children.	Men.	Women.	Children.				
		Sunday ...										The following progress has been made:—												This work will give employment to labourers for days.	
		Monday ...																							
		Tuesday ..																							
		Wednesday																							
		Thursday ..																							
		Friday ..																							
		Saturday ...																							
		Total ..																							

NOTE.—In the case of Civil Agency works,—
"Class A" stands for "able-bodied persons accustomed to labour."
"Class B" stands for "able-bodied persons not so accustomed."
"Class C" stands for "persons not able-bodied, but fit for light employment of the kind required at the work."
Vide section 42 of the code.

In the case of Professional Agency works,—
"Class A" stands for "able-bodied persons accustomed to labour of the kind required at the works."
"Class B" stands for "able-bodied persons not so accustomed."
"Class C" stands for "persons not able-bodied who demand employment at the works."
Vide section 74.

* In this column it should be stated whether the work comes under sections 31 and 32, or is an Agricultural work as exemplified in section 33 in the case of Civil Agency works. In the case of Professional Agency works, separate classification should be adopted for works under section 71 and subsidiary works under section 76.

Appendix II.

Form No. 8.

FAMINE RELIEF WORKS.

CIVIL AGENCY / PROFESSIONAL AGENCY } WORKS

DISTRICT OF _____

Progress Return (under Sections $\frac{32}{70}$ of the Bengal Famine Code) for the week ending on night of Saturday, the _____ 188

(To be prepared in the Controlling Office, *e.g.*, Sub-divisional or District Office)

Serial number of work.	Name of work.	Daily average number of persons employed.									Proportion of class A to the total number of persons employed.	Quantity or portion of work done during the week.	Total amount disbursed as wages.									Total number of infirm persons unfit to work and dependent on labourers employed on the work during the week.	Total amount of wages paid to such persons during the week.	How long the work is likely to give employment.	Remarks.
		Class A.			Class B.			Class C.					Class A.			Class B.			Class C.						
		Men.	Women.	Children.	Men.	Women.	Children.	Men.	Women.	Children.			Men.	Women.	Children.	Men.	Women.	Children.	Men.	Women.	Children.				

NOTE.—In the case of Civil Agency works,—
"Class A" stands for "able-bodied persons accustomed to labour."
"Class B" stands for "able-bodied persons not so accustomed."
"Class C" stands for "persons not able-bodied, but fit or light employment of the kind required at the work."
Vide section 42 of the code.

In the case of Professional Agency works,—
"Class A" stands for "able-bodied persons accustomed to labour of the kind required at the works."
"Class B" stands for "able-bodied persons not so accustomed"
"Class C" stands for "persons not able-bodied who demand employment at the works."
Vide section 74

* In this column it should be stated whether the work comes under sections 31 and 32, or is an Agricultural work as exemplified in section 33 in the case of Civil Agency works. In the case of Professional Agency works, separate classification should be adopted for works under section 71 and subsidiary works under section 76.

APPENDIX III.

Extracts from the Draft Famine Code of the Madras Presidency slightly modified.

HINTS FOR THE MANAGEMENT OF POOR-HOUSES.

Superintendent.

1. The poor-house will be placed in charge of a Superintendent who will be the immediate subordinate of the district authority (in sub-divisions, of the Sub-divisional Officer). He should be acquainted with English and the vernacular of the locality in which he is employed. He will be held responsible for the maintenance of discipline and enforcement of sanitary regulations within the poor-house, and will see that all forms and registers are properly kept up to date; his constant attention must be given to the prevention and detection of fraudulent practices or misappropriation of food issued to inmates, and he will be present at the receipt and issue of rations at meal-times; and also at the rouse and lock-up; he will visit the latrines morning and evening after each cleaning, and the sleeping quarters after they have been swept; he will see that the filter chatties are filled, and that the materials for filtration are removed once a week.

Store-keeper.

2. One store-keeper should be appointed to the poor-house and one to the hospital. They must be able to read and write and to keep accounts in English, and should be thoroughly acquainted with the vernacular of the locality in which they are employed.

3. Their duty is to procure supplies on indent furnished to them by the Superintendent and Medical Officer, and to keep an account of receipt and issue.

Orderlies.

4. One orderly should be detailed for duty with the Superintendent, and one with the Medical Officer.

Gate-keepers.

5. One gate-keeper is always to be on duty to receive applicants for admission, or persons brought to the poor-house, and to direct them to the Medical Officer's quarters.

Petty establishment.

6. The strength of the establishment given below will vary with the number of the paupers.

Warders.

7. Six warders will be appointed to the poor-house, and six to the hospital, three of whom must be always on duty. They will prevent the committal of nuisances within the sleeping or feeding enclosures; and unlawful egress or ingress; will maintain order, and report all cases of sudden sickness to the Superintendent or Medical Officer; they will superintend the sweeping up of their division, and will ascertain that all inmates turn out of their sleeping quarters at the appointed hour; they will escort the inmates to the latrines, and those on duty during the night will visit the sleeping huts once every hour and report any case of sickness.

8. Two scavengers will be appointed to every one hundred inmates.

9. For any fraction of one hundred more than twenty-five and less than fifty, one additional scavanger; and for any fraction over fifty, two scavengers will probably be required.

Mess Gomastah's duties.

10. Inmates of poor-houses should be fed in messes of one hundred members. To each mess must be appointed a gomastah not an inmate of the poor-house; he must be able to read and write the vernacular of the locality; he will keep a nominal roll of his mess, and will be present at the issue of raw rations to his mess-cooks; he will muster his mess at the first meal drum in the space assigned to it; will call the roll and give in to the Superintendent a report in form; he will also be present during the issue and consumption of the cooked food, and will see that each member receives his proper ration; he will maintain order during meals, and will prevent any food being taken away; messes should be made to sit down in ranks of fifty facing inwards, with an interval between them of eight feet, so as to afford a passage for the food distributors.

Duties of Scavengers.

11. At 5 A.M. the scavengers will remove the night chatties and clear out the latrines, and in the evening they will replace the chatties and again cleanse the latrines, and will fill up the latrine water-pots. During the day they will remove the sweepings from the enclosure and will be employed in digging pits for the reception of night-soil.

12. Arrangements should be made for the disposal of corpses either by interment or cremation according to usage except in cases where friends of the deceased desire to perform the funeral rites.

Burials.

13. One male and three female cooks should be appointed to every mess in the poor-house; they must be strong and willing, for their duties are heavy; they have to cook and distribute the rations twice a day to one hundred persons, and to cleanse the cooking and eating utensils. As a rule, it will be found advisable not to select them from among the inmates of the poor-house. In addition to their food, they should receive a monthly wage at the rate of 1½ anna per diem to males and of one anna to females, and they will be liable to fines for misconduct, or to stoppage of pay for short delivery of rations.

Cooks.

14. Water-carriers for carrying drinking-water should be selected from among the inmates; their duty is to fill up morning and evening the filter pots in the sleeping quarters and feeding enclosures, and to supply the cook-room. Filters constructed out of three pots on a bamboo tripod should be placed at the end of each hut nearest the central partition; at the cook-rooms; and also at the corner of each feeding enclosure, one filter of the ordinary dimension for every fifty persons will be required.

Water-carriers.

15. Sweepers should be selected from the females in the poor-house and convalescent ward of the hospital; every morning on return from latrines, they will sweep up the whole area of the poor-house under the superintendence of a warder; after meals, all rubbish collected should be deposited outside the enclosure in some selected spot, whence it will be removed by the scavengers.

Sweepers of the poor-house areas.

16. At 5 A.M. all inmates in the poor-house should be turned out to the latrines by the warders on duty; then they will be escorted by the warders to the place set apart for ablution; at 8 A.M. they should return; and at 8-45 the first drum is to be beaten; the paupers will then fall in by messes in the feeding enclosure, and food will be distributed to them; the sweepers will afterwards sweep up the camp enclosure and the water-carriers will fill up the filters and supply the cook-room; those whose turn it is to wash clothing will go in charge of a warder to the place set apart for this purpose; all inmates should return at 4 P.M.; at 4-30 P.M. first drum for evening meal will be beaten: after this, the enclosure is to be swept up; at 6 P.M. the inmates will fall in by messes for roll-call, then be turned into the sleeping quarters.

Rules as to hours of rising, feeding, &c.

17. A couple of blanket doolies should be ready at the quarters of the Superintendent; in ordinary cases of sickness some of the inmates should be made to carry the sick person if unable to walk; but in cases of cholera or small-pox it will be necessary to send for the hospital dooly-bearers or vettayans.

Sick cases how taken to hospital.

18. Work will be of a light description, such as supplying water, sweeping enclosures, repairing fences or huts.

Work on which inmates can be employed.

19. Earthen vessels for cooking are difficult to clean, liable to fracture, and awkward to move. Degchis with handles are preferable; each degchi should hold 38 measures of raw rice and seven gallons of water; two such pots and one containing 6 measures of dhall and 12 gallons of water would probably be required for each gang of adults.

Cooking vessels—What material.

20. Eating-vessels should be supplied to messes on the indent of the gomastah countersigned by the Superintendent. When any member of his mess leaves they should be returned, a receipt for them being taken by the gomastah; those that are in use will be in the charge of the mess cooks; after the evening meal they should be placed in a shed set apart for their reception and for that of the mess cooking-pots; this shed will be locked by the store-keeper and be under police guard at night; the eating-vessels of each mess should be kept in strong baskets provided for the purpose; if any vessel is missing at meal-time, the mess gomastah will report to the Superintendent, and after each meal he will personally see that the mess-cooks get back the proper number.

Eating-utensils.

21. A quater of an hour before meal-time a drum is to be beaten. The mess gomastahs should then go to the spaces assigned to their respective messes in the feeding enclosures and call their rolls; as soon as the members of the mess are assembled the mess-gomastahs will hand in to the Superintendent

Issue of cooked rations.

their reports; the mess gomastahs will then go with some members of their gangs to fetch the eating-utensils; as soon as these are distributed the second drum is to be beaten, and the cooks of each mess should then bring out and distribute the rations; they are to be furnished with tin measures holding respectively the rations of rice and condiment soup: the rice is to be carried in a large open basket by one or two of the gang, and the male cook is to serve it out.

22. As the rations are given out to the messes by their own cooks, the responsibility is limited to them, and should any deficit exist, it is at once to be made good by a minor indent on the store-keeper, and the cost is to be recovered from the pay of the cooks. The mess gomastahs should supervise the issue of each ration, and it is their duty to report at once any deficiency.

A.

Number of ticket Date To Master of Poor-house.

Admit the bearer

No. of ticket-holder.	Name of ticket-holder.	Age.	Sex.	Caste.	Village.	Occupation.	Road batta. paid.	Cart-hire paid.	REMARKS.
							Rs. A. P.	Rs. A. P.	

Place of issue

Signature of witness to payment of road money or cart-hire.

Signature of Officer issuing ticket. Office.

Note.—Inhabitants of different villages and members of different castes must never be included in the same ticket.

MEMO.

Examined by me.

No. retained in hospital.

sent to ordinary poor-house.

Date Medical Officer,

To Master Poor-house.

MEMO.

The general register number of No.

is

Date Master,

Poor-house.

To Medical Officer

MEMO.

The general register number of No.

has been entered in my register.

Date Medical Officer,

Poor-house.

To Master

MEMO.

Nos. have arrived,

and have been duly entered in my register.

Date Master,

Poor-house.

To Circle Officer

FORM B.

GENERAL Register of Poor-house from

General Register number.	Number of admission ticket and date of issue.	By whom ticket issued.	Name of inmate.	Sex.	Age.	Caste.	Occupation.	Village.	To which portion admitted, and date of admission.		Date of removal from Poor-house.	Cause of removal.
									Ordinary.	Hospital.		

FORM C.

GENERAL Register of Hospital attached to, Poor-house from

General Register number of patient.	Date of admission.	Name of patient.	Age.	Sex.	Cause of admission.												Date of discharge.	Cause of discharge.	Remarks.
					Cholera.	Dysentery.	Diarrhœa.	Fever.	Small-pox.	Itch.	Ulcer.	Emaciation.	Child-birth.	Out-patients and convalescents.	Pregnancy.	Infants with mothers.			

FORM D.

FEEDING Roll of Mess No. for week ending Name of Mess Gomastah.

Nature of mess. Nature of diet.

General Register number.	Date of joining.	Name of member.	1st.		2nd.		3rd.		4th.		5th.		6th.		7th.		Date of removal.	Cause of removal.	REMARKS.
			8-30 A. M.	5 P. M.	8-30 A. M.	5 P. M.	8-30 A. M.	5 P. M.	8-30 A. M.	5 P. M.	8-30 A. M.	5 P. M.	8-30 A. M.	5 P. M.	8-30 A. M.	5 P. M.			

No Mess Gomastah.

FORM E.

At. Mess attendance roll

8-30 A. M. Date

4-30 P. M.

Number present

Number of absentees.

General register number of

Absentees.

Mess-man.

No. Mess.

FORM F.

BURIAL CERTIFICATE.

Pay to

the sum of Rs. A. for

burial or cremation of General

Register Nos.

Date . .

To Circle Relief Officer

Master.

FORM G.

INDENT for supplies required in ordinary portion of Poor-house on

Description of Inmates.	Actual number.		Allowance at 5 per cent. for sudden admissions.	Rice.		Dhall.		Salt.		Tamarind.		Chillies.		Sugar.		Onions.		Salt-fish.		Vegetables.		Remarks.
	Ordinary diet.	Extra diet.		Maunds.	Seers.	Seers.	Chittacks.	Seers.	Chittacks.	Seers.	Chittacks.	Seers.	Chittacks.	Seers.	Chittacks.	Seers.	Chittacks.	Rs.	A.	Rs.	A.	
Men																						
Women ..																						
Nursing-mothers ...																						
Lads ...																						
Girls ...																						
Children, Class 1 ...																						
Ditto „ 2 ...																						
Ditto „ 3 ...																						

Received articles as per indent Date

except

Superintendent,

Poor-house.

Date.

Master.

Poor-house.

FORM H.

INDENT for supplies required in Hospital portion of Poor-house on

Description of Patients.	Actual number.	Allowance at 5 per cent. for admission.	Rice.		Dhall.		Salt.		Tamarind.		Chillies.		Sugar.		Milk.		Sago.		Meat.		Arrack.		Sulphur.		Remarks.
			Seers.	Chittacks.	Seers.	Chittacks.	Seers.	Chittacks.	Seers.	Chittacks.	Seers.	Chittacks.	Seers.	Chittacks.	Seers.	Chittacks.	Seers.	Chittacks.	Seers.	Chittacks.	Seers.	Chittacks.	lb.	Oz.	
Men																									
Women																									
Nursing-mothers ...																									
Lads																									
Girls																									
Children, Class I ...																									
" " II ...																									
" " III ...																									
" " IV ...																									

Date

Received contents of Indent except

Date

Medical Officer

Medical Officer.

Directions for calculating quantities.

Milk.—As a general rule, 5 chittacks in the morning and the same in the evening for an unweaned child.
Firewood.—Twelve annas worth for every 100 persons to be provided as a contingent.

FORM I.

DAILY morning state of Poor-house.

Date 188

Description of Inmates.	Strength by yesterday's return.	Subsequent alterations.				Strength at date of report.	In ordinary Poor-house.		In hospital.	Remarks.
		Admissions.	Discharges.	Deaths.	Births.		On ordinary poor-diet.	On extra diet.		
Men										
Women										
Nursing-mothers										
Lads										
Girls										
Children Class I										
" II										
" III										
" IV										

Date Superintendent,

Poor-house.

To be submitted daily to an immediate Superior Officer.

FORM K.

DAILY morning state of Poor-house Hospital.

Description of patients.	State by yesterday's Report.												State at date of Report.												Details of removals.	Numbers.
	Cholera.	Dysentery.	Diarrhœa.	Fever.	Small-pox.	Itch.	Ulcers.	Emaciation.	Child-birth.	Out-patients and convalescents.	Pregnant women.	Infants with mothers.	Cholera.	Dysentery.	Diarrhœa.	Fever.	Small-pox.	Itch.	Ulcers.	Emaciation.	Child-birth.	Out-patients and convalescents.	Pregnant women.	Infants with mothers.		
Men																									To ordinary Poor-house.	
Women																									Deaths—	
Lads																									Cholera.	
Girls																									Dysentery.	
Children, Class I ...																									Diarrhœa.	
" " II ...																									Fever.	
" " III ...																									Emaciation.	
" " IV ..																									Child-birth.	
																									Miscellaneous.	

Date

Medical Officer,

Poor-house Hospital.

FORM L.

Register of Store-keeper. Ordinary portion of Poor-house.

STORES RECEIVED.

Number and date of indent.	Rice.		Dhâll.		Salt.		Tamarind.		Chillies.		Sugar.		Onions.		Salt-fish.	

STORES ISSUED.

Number and date of indent.	Hour and date of issue.	Rice.		Dhâll.		Salt.		Tamarind.		Chillies.		Sugar.		Onions.		Fish.		Signature of Superintendent.

FORM M.

REGISTER of Store-keeper of Hospital attached to Poor-house from

SUPPLIES RECEIVED.

No. and date of Indent.	Rice.		Dhall.		Salt.		Tamarind.		Chillies.		Onions.		Sugar.		Sago.		Milk.		Meat.		Sulphur.		Arrack.	
	Maunds.	Seers.	Seers.	Chittacks.	Seers.	Chittacks.	Seers.	Chittacks.	Seers.	Chittacks.	Seers.	Chittacks.	Seers.	Chittacks.	Seers.	Chittacks.	Seers.	Chittacks.	Seers.	Chittacks.	Seers.	Chittacks.	Seers.	Chittacks.

SUPPLIES ISSUED.

Hour and date of issue.	Rice.		Dhall.		Salt.		Tamarind.		Chillies.		Onions.		Sugar.		Sago.		Milk.		Meat.		Sulphur.		Arrack.		Signature of Medical Officer.
	Maunds.	Seers.	Seers.	Chittacks.	Seers.	Chittacks.	Seers.	Chittacks.	Seers.	Chittacks.	Seers.	Chittacks.	Seers.	Chittacks.	Seers.	Chittacks.	Seers.	Chittacks.	Seers.	Chittacks.	Seers.	Chittacks.	Seers.	Chittacks.	

FORM N.

Contingent account of

Date.	Cash received.	Rs.	A.	P.	Date.	Cash disbursed.	Rs.	A.	P.	Voucher No.	REMARKS.

N.B.—Vouchers are not required for any sum less than one rupee.

Date

Superintendent,

Poor-house.

FORM O.

The following Articles are required for use of Mess No.

General Register number.	Tin dish.	Tin mug.	Cause of requisition.	Remarks by Master.

Date

Superintendent,

Date

Messman.

Poor-house.

FORM P.

Account of cloths and blankets supplied to inmates of Poor-house.

Articles recieved for issue to inmates.				Issue of articles.						Received into store.						
Date of receipt.	Blankets.	Men's cloths.	Women's cloths.	Date of issue.	General register number of recipient.	Blankets.	Men's cloths.	Women's cloths.	Signature of Superintendent and messman.	Date of receipt.	In what condition.	Signature of Superintendent and messman.	Date of re-issue.	General register number of recipient.	Signature of Superintendent and messman.	Remarks.

N.B.—If a cloth be served out to an inmate on his permanently leaving the poor-house, it will be noted in column of Remarks and below by messman.

Extract from Mr. Elliott's Draft Code of Famine Relief, Chapter III, Part II.

The Poor-House.

1. The poor-house is the name given to an institution in which cooked food is distributed gratuitously on the condition of residence within the enclosure, and of conforming to the rules of discipline and order. The people for whom this provision is intended are mainly those who have no homes, or have cut themselves adrift from their homes, and who are unfit for employment on works. They are mostly to be found wandering on roads or bye-paths, and a special system of patrol should be organized to bring them in and prevent their dying in out-of-the-way corners. There is also the class of professional beggars who cannot be made to work, and of whom the streets of towns should be swept by a daily patrol. Lastly, there will be a few people in villages, regarding whose necessities the circle officer cannot satisfy himself, and to whom he may say that, if they are really in want of relief, they must go to the relief-house and get it there. The people who are thus received into a relief-house should be kept there compulsorily until the famine is so far at an end that private charity can again be relied on to feed the beggars; excepting two classes, those who improve in strength with the food given them and who are relegated to the relief-work, and those who have homes, and who, after proving their necessity by submitting to the conditions of the relief-house, may be sent back there and placed on the our-door relief list of their village. The relief camp may also be used as a rest-house for gangs on their way to a relief work, who come with an order from the relief officer entitling them to food and shelter for the night. There is, further, the case of the emigrants' rest-houses, which will be treated separately.

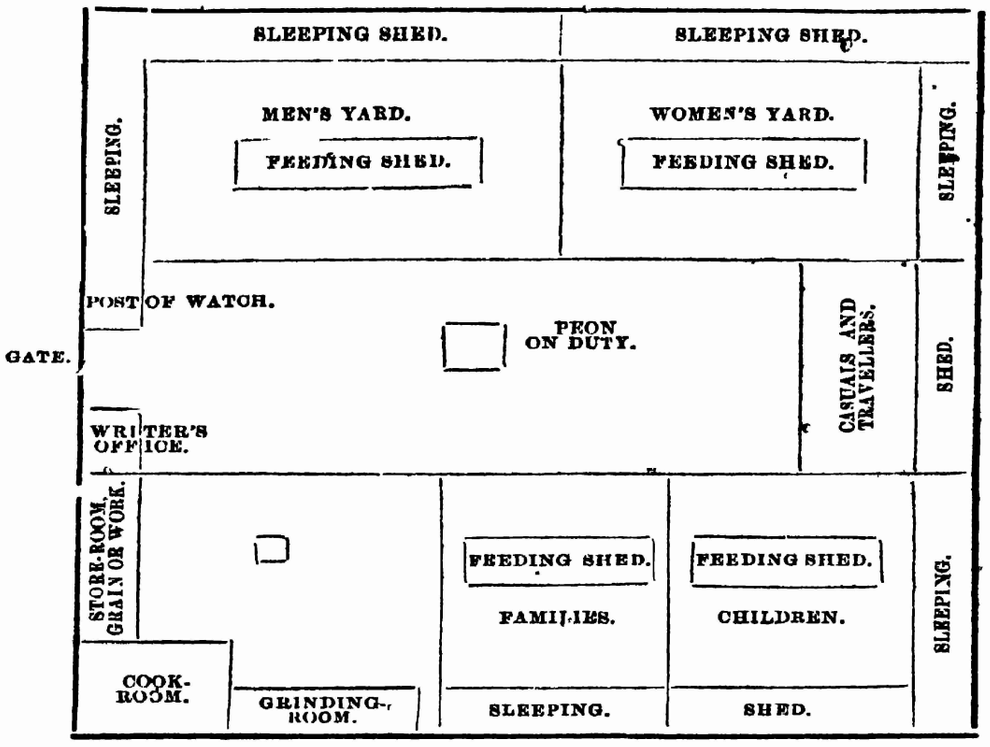
Organisation of the poor-house.

2. The best site that can be selected for a poor-house would be in a grove of trees on tolerably high land, with open ground between it and the town, with a water-supply near at hand, distant about one mile from a town in which a superior official resides, so as not to be near enough to allow of illicit communication with the town, nor so far as to make supervision by the officials difficult. As a rule, there should not be more than one poor-house in a tahsil; and it should be situate at the head-quarters of the tahsil. In some cases one poor-house at the head-quarters of the district may suffice. It should be surrounded by an enclosure such as not to be easy to surmount, but not so formidable as to make it resemble a jail, since the authorities, for the keeping the residents inside, should rely not so much on the wall as on the certainty that the patrol will catch and bring back wanderers and beggars. There should be only one entrance to the poor-house: a peon should always be on duty there to check ingress or egress. There should be to every relief-house a superintendent and a writer, with sufficient assistance to enforce discipline and keep the accounts and registers. The menial establishment should consist of cooks, water-carriers, sweepers, &c., the paupers themselves being utilized in this work as well as in grinding the flour for their food as far as possible.

Interior accommodation.

3. The poor-house should be divided into sleeping sheds, working yards, and offices. The sleeping shed should ordinarily be erected round the sides of the enclosure, the working yards being in front of them and the offices collected in one corner or along the side nearest the gate. The walls of the sheds should be of earth or of wattle, according as is most suitable to the climate of the locality and the time of year. They should be thatched so as effectually to keep out rain. A free current of air should pass through them, but the sheds allotted to families may have spaces divided off into cubicles or apartments for each family. Superficial space should be allowed to each sleeper, 7 feet by 4, a mat provided to sleep on, and a ticket hung up over the mat correspondnig in number to that worn by the pauper. The area of the poor-house should be staked off, so as to provide separate enclosures for men, women, children, and for entire families. Families should not be broken up, but otherwise the sexes and ages should be sparated. Each of these enclosures would contain the sleeping sheds and working yard of the class to which it belongs, and where this is found necessary, separate enclosures should be provided for those of good caste and those of low caste. The offices will consist of a store-room for the grain

required for food, another for the work done by the paupers, a grinding-shed, a cook-room, and an office in which the accounts would be written up and the records and registers kept.



The above sketch may serve as a suggestion as to the way in which a poor-house should be laid out and arranged.

Either inside or (which is better) outside the enclosure there should be a well used solely for washing purpose. A trough or bath should be attached to it, which should be filled from the well, and to which the paupers should be marched in detachments to bathe as often as is thought good with reference to the climate and time of year.

Reception of applicants for relief.

In front of and near the door of each relief camp an enclosure shall be railed off in which all fresh applicants for relief shall be received, whether they present themselves voluntarily or are sent in by the police or by relief officers. In this place some superior relief officer shall attend at a fixed hour every day; either the special relief officer of the circle, or the village relief officer, or the tehsildar, or, in the absence of all these, the peshkar, to receive the applicants, and either forward them to a relief work or admit them into the relief camp.

If the severity of the famine render it necessary, some official with a supply of cooked food should be present at all hours of the day.

Food.

4. The food should be distributed twice a day, and should consist of a daily ration of the following quantities of the meal or flour of the common coarse grain of the country, or the same quantities of cleaned rice, where rice is the usual food of the people :—

For men and women	...	...	1 lb. flour or rice + 2 oz. pulse.
For children under 12	...	...	½ lb. „ + 2 „

For children in arms a special milk diet should be provided, and nursing-mothers should receive 50 per cent. above the usual female ration.

If thought necessary, a stock of food can be laid in to guard against contingencies, but ordinarily it will be sufficient to contract with a merchant to provide the daily requirements. Care should be taken that every evening enough grain is in store for two days' supply, and enough flour for the food of the next day; the grain should be ground every day for the food of the day after. The flour should be carefully weighed out for cooking, and a definite relation fixed by experiment between the weight of the raw and the cooked food, and the latter

should be tested constantly by weighment by the Superintendent as well as by the visiting official.[1]

They should also see that the food is thoroughly cooked, and is served in a state as palatable as possible. The pulse should contain a certain quantity of pepper and of spices to be fixed in each province according to the local custom. The paupers should be arranged in rows in the feeding-sheds in their own enclosures, and the number of rations required for each enclosure should be taken to them, after being counted by an official at the cook-room door, and distributed: A plate or pot should be given to each in which to receive the liquid portion of the meal. They should be supervised while eating it, and not allowed to get up till it is eaten, or to given any away; especial watchfulness is required in the case of the children, who are liable to have the food snatched from them by other children, or by adults, or who may be induced, by fear to save a part of it, to give to their parents.

Employment during the day.

A certain number of the residents should be selected as water-carriers, sweepers, grinders, &c., and as monitors or orderly peons to enforce discipline. For the rest, such employment as they are capable of should be provided; for instance, rope-making, spinning, stone-breaking, basket-making, &c.

Establishment.

6. The establishment should consist of paupers as far as possible. The only paid officials should be the Superintendent, the accountant, and the hospital assistant; but Re. 1 per month may be paid to the overseers and to the head-cook in addition to food. Carpenters and blacksmiths, if required, may be called in and paid in cash. But all other servants in the poor-house should be paid in food, or in raw grain if their caste requires it, and should, as far as possible, be appointed from among the paupers themselves, not from outside.

The Superintendent.

7. The duty of the Superintendent is general supervision. He is responsible for examining the supply of grain received from the contractor, testing its quantity and quality, and entering it in the stock register; also for seeing that it is securely kept in a safe chamber under a good lock or sufficient guard. He is bound to be always present at feeding time, to see that the food is well cooked and the amount of it correct; to see that the paupers are properly organized into gangs and parties, are set to work at labour suitable to their capacities, and do a sufficient quantity of work, and that all members of the establishment do their duty punctually and thoroughly. He will muster the establishment every day, and record their attendance in a register, the form of which will be found at the end of this chapter. He will also receive daily from the circle relief officer all new admissions, and see that their names are entered by the overseer on his muster-roll.

The accountant.

8. The accountant must always be a member of the tehsildar's permanent establishment, and must be selected for this work because of his special qualifications, a temporary officiating man filling his place. He has to keep up the prescribed returns and registers.

The overseer.

9. The overseer will keep the nominal register (the form of which is given at the end of this chapter) of the paupers in the poor-house. If there are more than 400 inmates, a second overseer may be appointed. He should ordinarily be a respectable, literate inhabitant of the circle, Muhammadan or Brahman, or of other good caste, who is in distressed circumstances, and is glad to do the work for a payment of one rupee a month, plus half as much again as the daily ration, which may be given raw. He will marshall the people in the morning to the early meal, and will take the roll-call while it is being eaten. When it is taken, he will write out a slip in the following form, and make it over to the accountant:—

Attendance morning of

Name of gangsman.	Men.	Women.	Children.	Total.	Total number of lbs grain.

[1] The importance of frequent testing cannot be overrated. Under the most careful superintendence errors will creep in on this head if the cooks are not subject to constant inspection; and it must be remembered that, where the daily ration is cut down to a low scale, its sufficiency to sustain life cannot be ensured, if the pauper can be defrauded of even a small fraction of it.

During the day he will supervise the work of the gangs, either generally or any particular set of gangs as the Superintendent may direct. In the evening he will again marshall the people to the evening meal, and take the roll-call, and give a slip to the accountant in the same form as in the morning.

Organization of enclosures.

10. There should be a gangsman or monitor to each enclosure, a female being appointed to the femalee enclosure: they should be responsible for the discipline of all the residents in their enclosure at night, when at work, or when eating. If the numbers in an enclosure are small, persons of good caste can be allowed to sit a little apart in working and eating from the other members of the gang, and can have a portion of the shed walled off for them. The gangsman or monitor should, if possible, be chosen from among the more respectable and capable paupers in the poor-house; if none such are available, he should ordinarily be a respectable illiterate resident of the circle in distressed circumstances, who is glad to accept the post for the wages of a ration half as large again as the ordinary one, *i.e.*, 1½ lb of grains, which may be given raw. The discipline of the party should be kept as uniform as possible, so that people may know their work and their place and each other; they should sleep in the same shed, eat meals in the same place, and after meals go together to the same work in the same place as nearly as possible. Proper arrangements should be made as to the water-supply, the latrines and urinals, and the burial of those who die in the poor-house or hospital.

Medical establishment.

11. This establishment, which consists of cooks, water-carriers, rice-cleaners or grinders, guards and sweepers, should be kept down to a moderate strength, and should, as far as possible, be recruited from the paupers of the kitchen, or from respectable people of the circle who are in distressed circumstances. As a rule, they should be paid in grain, which may be given raw, if desired, at the rate of 1½lb., or for the most onerous task 2lbs. a day; but where the numbers are large the head cook may, in addition, receive Re. 1 per mensem. The number of each class of servants should be arranged on a sliding scale in proportion to the number of paupers to be attended to. In Southern India it was found that 1 per cent. of the population to be fed was a sufficient number of cooks; but that more were required where rice was cooked than where ragi; and where the resident population is very feeble, more persons must be entertained to carry and distribute the cooked food than where there are able-bodied paupers who can be so employed. Great care should be taken that the persons employed in the cooking and handling the food should be of such castes that the prejudices of the inmates should not be offended. The number of water-women and of sweepers should be about the same as the cooks. But for the sick in hospital probably one sweeper will be required for 25 patients. The occupation of rice cleaning or grinding is one that can be suitably given to women of respectable castes; two women in good health should easily grind thirty seers of grain a day, or enough for sixty adults; but if they are enfeebled, then two relays of two women each should be allowed for each mill. It is not intended in these rules to tie officers down to a too rigid uniformity; but every Superintendent and circle relief officer is expected to do all in his power to combine efficiency with economy.

The hospital.

12. There should be a hospital and a medical officer attached to each poor-house. The site of the hospital should be as near to the poor-house as possible, subject to sanitary considerations, and it should be selected with great care by a superior medical official. Its arrangements should correspond in all important particulars with those laid down for the hospitals on large relief works. The medical officials should be appointed with due consideration of the relation between his rank and experience, and the difficulties and reponsibilities of the post, the most experienced men being put in charge of the largest hospitals and poor-houses. He will be responsible for seeing that all the requirements of a hospital are provided, and that the sheds are dry and ventilated. He will send in to the Superintendent a daily return showing the number of sick in hospital, the daily admissions, discharges, and deaths, and the number of rations, and the quantity of extra food required for his patients. He will also keep up a nominal register of all admissions, their diseases and history; and will prepare from this such return as may be called for by his own department. He will constantly go round and inspect the residents in the poor-house, and give out-door treatment to those in need of it, avoiding, as far as possible, any compulsion on the paupers

to enter the hospital as in-patients. He should notice the condition of all the residents to see if they are improving, or the reverse; and he should report at once to the Superintendent or the civil relief officer if he believes the food to be insufficient or bad in quality. For those who are specially emaciated, he should prescribe special diet, such as milk or ghee or other nutriment. He should also report to the Superintendent if he thinks that in any case the work exacted is too severe for any of the paupers.

Inspection.

13. The poor-house is under the immediate charge of the civil relief officer of the tahsil, and the Superintendent of the poor-house is directly subordinate to him. But whenever a poor-house is established, a body of respectable native gentlemen shall be associated with the relief officer as a committee of management. They should be consulted on all matters connected with caste and social observances, and their influence should be exerted to spread abroad the knowledge that everything possible is done to prevent any offence being given to the sensitive feelings or prejudices of the inmates. They should be specially consulted as to the appointment of cooks and overseers, in order that no one may be appointed to whose caste any objection can be taken. One of them should be invited to visit the poor-house every day according to a roster, and specially to be present at feeding time; and the whole committee should, if possible, meet the relief officer weekly at the poor-house, where any suggestions may be offered, or any objectionable practices brought to light and stopped. The relief officer should then, accompanied by the committee, inspect the residents, and enquire into their cases and condition. Those who have improved in strength sufficiently to enable them to work should be sent to a relief work; those who have not, should, if their homes are known, and there is any reasonable prospect that they will stop there, be sent back to their homes and put on village relief.

14. The exceptions, who must be kept as permanent residents as long as the famine lasts, are (1) incurable wanderers who have been sent to their homes more than once, but have not gone or have not stayed there; (2) able-bodied professional beggars who have been sent to work more than once, but have persistently left it; (3) persons from villages in which village relief is not given.

Rest-houses for emigrants.

On the roads along which emigrants are known to travel in large numbers, it may be necessary to keep up places at which they can be fed. At these places the conditions of residence and work will not be insisted on. Two meals will be cooked a day, morning and evening; those who arrive in the evening will receive a meal and shelter in a shed for the night, and will be sent on next day after receiving a second meal in the morning. The Superintendent is responsible for seeing that they eat the meal in his presence and do not carry it away, and that this indulgence is granted only to *bonâ fide* travellers who are in want. The circle relief officer will pay special attention to these rest-houses; will endeavour to dissuade feeble and emaciated persons from emigrating, and offer them employment on a relief work, and if the number becomes at all considerable, he will report the facts to the Collector of the district. He will also be careful to visit these rest-houses frequently, and at feeding times, in order to test the Superintendent's returns as to expenditure and the number of emigrants fed. The Superintendent will add to his daily abstract register a note showing the number of people going to and returning from the place which is the goal of emigration.

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APPENDIX IV.

Extract from Mr. Elliott's Draft Code of Famine Relief, Chap. V, Para. 1.

When the list has been drawn up containing the names of the women and the children dependent on them, they should be given tickets authorising them to receive weekly a grant of 1½lb. of common flour for each adult and 3¼lb. for each child from some grain merchant in the town. In return for this, they should be expected to do some work, and spinning cotton is a work most suitable for women to do at their

homes, and one which is not repugnant to the feelings of any female. A certain number of ounces of cotton should therefore be given with the ticket to each woman on the list, and she should be expected to return it spun into thread before she receives the second weekly allowance. It is generally reckoned that a woman who is not particularly skilful can spin lb. of cotton in a week. Each woman should have a basket in which the cotton can be sent and returned, and she should be allowed to send it and to draw her ration of flour through any male relation or child who is able to go abroad for the purpose. But, as a rule, women who possess able-bodied male relations (not in receipt of relief), should not be admitted to this relief list, and care must be taken lest such relations should try to throw on to the State the burden of supporting the relations, who are entitled to look to them for help.

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The relief-wage in the Madras, Bombay, and North-Western Provinces—and Oudh Famines.

The materials for this note are (1) the report on the scarcity and relief operations in the North-Western Provinces and Oudh during the years 1877—79; (2) a note by the Secretary to the Famine Commission on the practical effects of the reduced or temple wage in Madras and in Bombay; (3) Report of the Indian Famine Commission, Part 1; (4) Appendix II to the Report of the Indian Famine Commission. Evidence of Sir Richard Temple, His Grace the Duke of Buckingham, and Sir Michael Kennedy.

I.—The relief-wage in the North-Western Provinces and Oudh.

In May 1878, when the North-Western Provinces and Oudh Government sent up the Code, issued by it on the subject of the administration of relief in those Provinces, the Government of India, while fully approving generally the principles on which it was based, suggested a modification of the relief-wage prescribed, and recommended that the following scale should be substituted for that given in the Code:—

	Special gangs of people in a reduced condition.	Ordinary gangs doing within 25 per cent. of a full task.	Minimum wage below which reduction on account of short work should not go.
Adult male	10 chittacks flour + 9 pie.	10 chittacks flour + 9 pie.	10 chittacks flour + 3 pie.
Woman or child above 10 years	10 " " + 6 "	18 " " + 6 "	8 " " + 3 "
Small child	6 " " + 3 "	4 " " + 3 "	4 " " + 1 "

2. The above had only been in operation about two months, when the North-Western Provinces and Oudh Government reported that complaints had been received that the rates prescribed by the Government of India were too liberal, and consequently had the effect of keeping the people on the works, thereby causing Government to enter into competition with the employers of field labour. On the strong representations of the Local Government, therefore, it was agreed that the rates should be reduced, and in August of that year the following scale was then prescribed:—

	All persons performing their allotted task to receive the value of	All persons failing to perform their allotted task to receive the value of
Adult male	10 chittacks flour + 6 pie	10 chittacks flour + 3 pie.
Woman or big child...	8 " " + 4½ "	8 " " + 2½ "
Small child	4 " " + 2 "	4 " " + 1 "

3. The amount of wage was to be calculated without fractions of a pice, thus, if the value of 10 chittacks of flour *plus* 6 pies represented 17 pies, 6 pice were to be allowed, and so on.

The scale as reduced was maintained throughout the period the scarcity lasted.

II.—The relief-wage in Madras.

4. In January 1877, on the recommendation of Sir Richard Temple, the following rates of wage were laid down :—

	Under supervision by the Public Works Department, or where task-work not less than 25 per cent. below ordinary task-work is enforced.	Under non-professional supervision, and where not less than 50 per cent. below ordinary task is enforced.
For a man	Value of 1 lb. of grain + 1 anna.	Value of 1 lb. of grain + ½ anna.
For a woman	Ditto 1 ,, ,, + ½ ,,	Ditto 1 ,, ,, + ¼ ,,
For a boy or girl	Ditto ½ ,, ,, + ¼ ,,	Ditto ½ ,, ,, + ¼ ,,

5. In May 1877, the Government of Madras decided that the reduced wage (scale No. II) should be given up, "the weight of the direct evidence being decidedly averse to the continued maintenance of the lower rate." Scale No. I was made "of general application to all famine works, the task to be exacted being not less than 50 per cent. of a full task, estimated according to the physical capability of the individual labourer in his normal condition." "Labourers unable to perform this amount of task should not be in the labour-gangs at all, but should be on specially light work, or in a relief camp." Full rates were to be paid for Sundays, but no work exacted. Children under seven years old to get 3 pie a day, and wages to be paid not less frequently than once in three days.

III.—The relief-wage in Bombay.

6. The following is a short statement of the different orders passed from time to time on this subject by the Bombay Government :—

A. For able-bodied labourers on Public Works Department works doing 75 per cent. of an ordinary task—

4th November 1876—

	As.
Men	2
Women	1½
Children	1

15th November 1876.—When grain rises to be dearer than 16lb. per rupee (the scale was made universal for all prices on 13th December)—

Men ...	...	price of 1 lb.	plus 1 anna.
Women ...	...	,, 1 lb.	,, ½ ,,
Children ...	...	,, 1 lb.	

19th December.—No work to be done, and no wages paid on Sundays.

26th December.—Infants under seven years of age to get ¼ anna daily.

29th December.—Grain means the medium quality of the cheapest variety.

17th March 1877.—Fractions of a pound to be given in the labourer's favour in computing wages.

13th *June.*—When work is stopped by rain, labourers to get civil agency rates.

B. For non-able-bodied labourers on civil agency works doing 50 per cent. of an ordinary task—

19th January—

Men ...	...	price of 1 lb.	plus ½ anna.
Women ...	...	,, 1 lb.	,, ¼ ,,
Children ...	...	,, ½ lb.	,, ¼ ,,

29th May 1877.—When grain is dearer than 16lbs. per rupee, the price of ¼lb. to be given to infants, instead of ¼ anna.

10th August 1877.—When the price of grain reaches 9lbs. per rupee, an increase of $\frac{1}{6}$th to be made to the daily wage so as to *provide for Sunday*, but no work to be exacted on that day.

7. In his evidence before the Famine Commission, Sir Richard Temple delivered the following opinions on the subject of relief wages :—

ANSWER TO QUESTION 222 ; GENERAL STRACHEY.

Speaking with the general concurrence of my advisers and coadjutors in the Bombay Presidency, I have to say that the scales of rations which prevailed in this Presidency have been found sufficient, not more than sufficient indeed,

but still sufficient, and no more. In connection with this point, the strictness on supervision must be taken into account. If Government can rely on the relief people obtaining all that they are entitled to, then these rations are sufficient; but Government cannot be confident of this unless ample supervision is ensured. If, from any circumstances, the affair of relief passes out of control, if the numbers of people on relief multiply faster than the supervision, then we may be quite sure that these people will not get all that they require, and under such circumstances there is great danger of a ration, which is barely sufficient, being stinted by various sorts of peculations, and thus becoming insufficient. In a ration restricted to bare sufficiency, no margin exists for peculation, and the ration becomes condemned; because it never was fully doled out. Unless, therefore, Government is quite sure of keeping relief thoroughly under control, unless abuses can be rendered next to impossible, it may be prudent for a time to allow a somewhat larger ration than would otherwise be allowed, upon the plain ground that if perchance poor people do not get all they are entitled to, still they will receive enough to sustain life. If, under any circumstances, I were to find that relief people were crowding upon me beyond my power of immediate management, I would allow for a time something over the ration allowed in Bombay, simply as a margin for safety; but as soon as the affair was brought under control, I would gradually introduce the Bombay ration. If, on the other hand, the affair was thoroughly under my control from the beginning, I would advocate the Bombay ration. This, however, is a matter upon which I am unwilling to dogmatise. If there be any reasonable doubt, I would give it in favour of the people, and would rather incur the additional cost of the enhanced ration, than run any risk of endangering life. In the Madras Presidency, the controversy which arose was recorded at the time. I have only now to say that, when serious doubts were raised by the local sanitary authorities, I obtained from the Government of India the services of the then highest Sanitary Officer in India; and after he had carefully conducted extensive examinations of the relief labourers, his written opinion was received in detail, and my recommendations were guided thereby. Subsequently, the opinions of this high medical authority were endorsed by the Sanitary officers in the Bombay Presidency. So far, then, as medical authority went, it was amply in support of the recommendation which I made.

MR. CAIRD :—*Q.* 223.—Did the high authority confirm the Bombay ration?

A.—Yes; he did. But always, both in the Madras Presidency and in the Bombay Presidency, we provided that there should be extra allowance made for those who required special treatment. This provision was carefully carried out in the Bombay Presidency. How far it may have been carried out in the Madras Presidency, I can hardly say.

MR. SULLIVAN :—*Q.* 224.—Did you not modify your original recommendation in Madras, and allow something extra for young children attending along with their parents in relief?

A.—My original recommendation was open to some misapprehension on this head, which misapprehension I rectified by a supplementary recommendation. At one time the Sanitary Commissioner of Madras appeared to consider that my ultimate recommendation, on the ration generally, very nearly went as far as his own. But, be that as it may, shortly after I left that Presidency, the Madras Government, according to their own judgment, early in May I think, adopted some slightly increased ration.

GENERAL STRACHEY :—*Q.* 225.—Referring to the question of ration with work and without, I suppose the intention of your answer is that you adhere to the ration fixed for Bombay?

A.—Yes; subject to the reservation mentioned above.

MR. CUNNINGHAM :—*Q.* 226.—Could the apparent difference between the experience in the Bombay and the Madras Presidencies, as to the sufficiency of the wage, be accounted for by the fact that in Madras it was paid in rice, and in Bombay it was paid in wheat or other substantial grain?

A.—I think not.

GENERAL STRACHEY :—*Q.* 227.—On the whole, did the Bombay ration succeed in the Madras Presidency, or fail—so far as you know?

A.—I cannot say whether it succeeded or failed, for it was tried only for a short period of about two-and-half months, and that not universally. In the month of May 1877, the Madras Government reverted to the more liberal ration, which ration was, as I believe, in full operation throughout the brunt of the famine in that Presidency. Whether the lesser ration would have proved sufficient not, had it been persevered in, is a question which cannot now be answered. It never was brought to the test of proper experience.

8. His Grace the Duke of Buckingham, in his evidence before the Famine Commission, spoke as follows on the subject :—

"As to a ration, I think I went too low in approving the Temple ration, 1lb. + 6 pie. In May it was abandoned; possibly the raised diet was too large for the second member of a family, though not for single persons. It is true vegetable food was wanting; leaves, &c., all dried up in the beginning of the year. Afterwards these revived, and may have caused an improved condition of people. During the first period, too, people ate roots, bark, fibres, which may have hurt them. The lowest safe minimum at one period might not be safe at another, and it is hard to make a comparison for that reason. I watched certain gangs for four weeks, who were on the lower ration, and saw a marked loss of condition. In Nellore some gangs kept up condition apparently on the ration, but they also ate, we ascertained, lizards and snakes, which abounded in the jungles close by, and which they spent the nights in catching."

9. In evidence taken by the Famine Commission, Sir Michael Kennedy says :—

"I consider a bare subsistence wage to be 1lb. of grain, and ½ an anna in money for adult males, and on this scale a family, such as that above referred to (*i.e.*, a man, his wife, two children over seven years, and two under seven years of age), could gain Rs. 7-11½ per month."

10. From the evidence which the Famine Commission had been able to gather as to the working of the Temple wage in Madras and Bombay, it was of opinion that "a rate as low as that enforced in the Bombay Presidency could not safely be prescribed for general use." The Commission considered that "a somewhat higher wage should be given than one which affords strictly a bare subsistence to the labourer, in order to cover any loss which may be inflicted on him by administrative errors, or peculation on the part of subordinates, or other analogous cause." (*Note by Secretary, Famine Commission, of 18th July 1879*). "In Bombay," the note continues, "the weight of opinion is given with almost complete unanimity in favour of the ration. The following reasons seem chiefly to have conduced to its success :—

"(*a*) The clearness and precision with which the order was given, and the absence of subsequent modifications, fixed it in the minds of the officers and made it easy to carry out.

"(*b*) The smallness of the numbers to which it was applied admitted of personal inspection of the labourers and supervision of the working of the rule.

"(*c*) The officers who administered it were for the most part thoroughly efficient, and carried out the entire system with discrimination, working this rule in connection with those for the special treatment of the feeble, and for village relief.

"(*d*) The labourers in some cases had resources of their own; in some districts prices were much cheaper than in the Madras Famine tract, and in none (except Kaladgi and Sholapur) was the pressure of famine so severe. "In Madras," the note goes on, "the evidence is more conflicting, and the information is so incomplete that it is impossible to deduce from it any definite conclusion as to the sufficiency or insufficiency of the wage."

11. The conclusion which the Famine Commission have arrived at in their Report (Part I) on the subject of the amount of food required by workers and non-workers is—

"That on an average a ration of about 1¼lb. per diem of the meal or flour of the common coarser grain of the country suffices for an ordinary working adult male. In the rice-eating countries an equal weight of rice may be accepted in lieu of flour, and in any case the ration should include a suitabe proportion of pluse. A man doing light work would require about 1¼lb.; and the ration which consists of 1lb. of flour with a little pulse has been found sufficient to support life in numerous relief-houses, where no work is exacted all over the country. On these bases, the diet scale should be built up, it being understood that a female requires a little less then a male, a child below 12 years of age about half the allowance of an adult male, and a non-working child below six or seven about half as much as a working child. On relief-works, however, where a money wage is given, the rate of pay should be such as to leave a slight margin above the actual cost of the flour, so as to allow for the purchase of salt, pepper, and other condiments and firewood, and to avoid the risk of the wage being insufficient to purchase the full ration of food. Whenever it is necessary to supply people with a kind of food to which they are unaccustomed, the result should be carefully watched, and endeavour should be made to counteract, by some adjustment of the diet, the unfavourable results which will probably arise from the change."

12. The scale proposed in the Madras Famine Code, which has lately been drawn up under the orders of the Madras Government and submitted to the Government of India, is—

	First class (*i.e.*, healthy skilled labourers).	Second class (*i.e.*, capable of a 75 per cent. task).	Third class (*i.e.*, capable of from 50 to 75 per cent. task).
Men, including boys above 12 years, and nursing mothers.	Value of 1¼lb. of grain + 1½ anna.	Value of 1¼lb. of grain + 1 anna.	Value of 1¼lb. of grain + ½ anna.
Women, including girls above 12 years ...	Value of 1¼lb. of grain + 1 anna.	Value of 1¼lb. of grain + ¾ anna.	Value of 1¼lb. of grain + ½ anna.
Working children below 12 years ...	Value of ¾lb. of grain + ¾ anna.	Value of ¾lb. of grain + ½ anna.	Value of ¾lb. of grain + ¼ anna.

NOTE.—Non-working children will receive cooked food in the children's kitchens attached to works.

All payments are to be made in cash as long as grain is readily procurable in the local markets. By "grain" is meant the grain of medium quality and of the description in ordinary use at the time of

payment, and the price to be taken is the retail price ruling at the head-quarters of the sub-division during the previous week.

13. In the Provisional Famine Code prepared by the Government of India, the wage is to be a money wage, capable at current prices of purchasing the rations laid down in the following scale :—

	Maximum rate				Minimum rate			
	For a man.		For a woman.		For a man.		For a woman.	
	lb.	oz.	lb.	oz.	lb.	oz.	lb.	oz.
Flour of the common grain used in the country, or cleaned rice	1	8*	1	4	1	0	0	14
Pulse	0	4	0	4	0	2	0	2
Salt	0	½	0	½	0	½	0	½
Ghi or oil	0	1	0	½	0	½	0	½
Condiments and vegetables	0	1	0	1	0	½	0	½

* For children not being infants below 14, ¾, ½ and ¼ rations according to age and requirements of infants and other children unfit for work being fed in kitchens attached to the works.

14. On Civil Agency Works where payment is made, not by piece-work, but according to tasks, the wage is not to exceed 75 per cent. of the maximum wage.

15. The minimum wage is the wage below which no deductions on account of short work are allowable.

E. J H and others—Reg. No. 2530C—1,072—17-5-88.